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COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC UTILITIES

DPU 09-01-A

CONTINUED PUBLIC EVIDENTIARY HEARING,
held at the Department of Public Utilities, One
South Station, Boston, Massachusetts, on Wednesday,
May 13, 2009, commencing at 10:05 a.m., concerning:
FITCHBURG GAS AND ELECTRIC LIGHT COMPANY

Joan Foster Evans, Hearing Officer

Barry Perlmutter, Director, Electric

Power Division

Ghebre Daniel, Assistant Director,

Electric Power Division

Shashi Parekh, Analyst

Donald Nelson, Analyst

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1 May 13, 2009 10:05 a.m.

P R O C E E D I N G S

MS. KOEPNICK: Let's go on the record.

Good morning. This is Day 3 in the evidentiary hearing in the matter captioned DPU 09-01-A, an investigation by the Department on its own motion into the preparation and response of Fitchburg Gas and Electric Light Company, doing business as Unitil, to the December 12th, 2008 winter storm, pursuant to General Laws Chapter 164, Section 76 and 1E.

My name is Laura Koepnick. I am one of the hearing officers assigned to this case by the Commission. With me today on the bench is Joan Foster Evans, also a hearing officer assigned to this matter; Don Nelson, analyst with the Electric Power Division; Ghebre Daniel, assistant director of Electric Power; and at the end there, you can barely see him, Shashi Parekh, an analyst with Electric Power. Immediately to my right, and he will be entering any moment, is the director of Electric Power, Barry Perlmutter.

Would counsel for the company please identify themselves for the record.

1 MS. PURCELL: Representing Fitchburg Gas 2 and Electric Light Company, doing business as Unitil, Meabh Purcell, from the firm of Dewey & 3 4 LeBoeuf. With me today is Gary Epler, counsel for Unitil. 5 6 MS. KOFPNICK: Would the Assistant Attorneys General please introduce themselves. 7 On behalf of the Attorney 8 MR. STETSON: 9 General, Martha Coakley, my name is James W. 10 Stetson, Assistant Attorney General. With me today 11 are Tackey Chan and Sandra Callahan Merrick, 12 Assistant Attorneys General, and also our analyst, 13 Joan Foster Evans Plett. 14 Thank you. And would MS. KOEPNICK: 15 counsel for the Town of Lunenberg please introduce 16 himself for the record. Richard Bowen, of Kopelman & 17 MR. BOWEN: Paige, town counsel for the Town of Lunenberg. 18 19 MS. KOEPNICK: Counsel for any of the 20 other full intervenors who are present, would you 21 introduce yourselves? I don't believe anyone is 22 here. 23 MR. O'CONNOR: For the plaintiffs in the

Worcester Superior Court matter, James O'Connor.

1 MS. KOEPNICK: That's for a limited 2 participant. Any other limited participants 3 present? Seeing none, we'll continue. 4 We're going to begin with the Town of 5 Lunenberg's direct examination of its two witnesses. 6 Is counsel for Lunenberg ready to proceed? 7 Yes, ma'am. MR. BOWEN: MS. KOEPNICK: We have agreed that these 8 9 witnesses will be testifying as a panel. Would the 10 witnesses please raise your right hand. 11 SCOTT GLENNY and THOMAS ALONZO, Sworn 12 MS. KOEPNICK: Counsel, you may proceed. 13 MR. BOWEN: Thank you. 14 DIRECT EXAMINATION 15 BY MR. BOWEN: 16 0. Gentlemen, could you identify yourselves, 17 please. 18 Α. [ALONZO] I am Tom Alonzo, chairman of the 19 Board of Selectmen of the Town of Lunenberg. 20 Α. [GLENNY] Scott Glenny, fire chief for the 21 Town of Lunenberg. 22 Gentlemen, as it's been pointed out to us, 0. 23 there's a fan that makes it very difficult to hear,

so if you can just project your voices, that will be

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Did you each submit draft testimony in this matter?

- A. [ALONZO] I did.
- A. [GLENNY] I did.
- Q. I want to show you documents that have been premarked as Lunenberg Exhibit 1 and Lunenberg Exhibit 2. Do you recognize these documents?
 - A. [ALONZO] Yes.
- 10 A. [GLENNY] Yes.
- 11 Q. Were these documents prepared under your 12 supervision?
- 13 A. [ALONZO] Yes.
- 14 A. [GLENNY] Yes.
- 15 Q. And if you were asked the same questions 16 today as are found in these statements, would you 17 change your answers?
 - A. [ALONZO] I would not change my answers.
- 19 A. [GLENNY] No.
 - Q. And do you hereby adopt this testimony as your sworn testimony for purposes of this proceeding?
- 23 A. [ALONZO] I do.
- A. [GLENNY] I do.

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Q. Gentlemen, could you each describe your official responsibilities with the Town of Lunenberg. Mr. Chairman?

A. [ALONZO] As chairman of the Board of Selectmen, which is the chief executive body of the Town and the chief policymaking part of the Town, we have those matters that involve executive decisions, the fair running of the town under the direction of the chief administrative and financial officer, who runs the day-to-day operations. We have oversight over her and the policies of the town.

- Q. Chief?
- A. [GLENNY] Responsible for all fire, emergency medical services for the Town of Lunenberg. And as my luck would have it, I was appointed emergency management director six weeks prior to the storm hitting.
- Q. Thank you. Could you each summarize your testimony for the Commission regarding the testimony that you've already presented in your prefiled statements. Mr. Chairman?
- A. [ALONZO] Well, in all the response, the overall picture of my testimony was the response of Unitil that puts members of the community and the

1 members of our public safety departments at added 2 risk, in addition to, obviously, the risk that the 3 Their inability to react in a storm itself posed. 4 prompt manner and to engage with our emergency 5 operations center as per their own emergency response plan hindered our efforts and hindered the 6 7 efforts of our residents to properly prepare for 8 what was to be for some people a two-week outage. 9 There were people with health issues. There were 10 seniors with health issues. There were families who 11 needed to make decisions about their property and 12 the health of their children, that hinged on 13 information we were getting from Unitil at the time 14 about when power would be restored. And these all 15 hampered our efforts and the efforts of the town 16 residents to properly ascertain what their best 17 options were at the time.

O. Chief?

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- A. [GLENNY] Pretty much the same, with the exception that I focused more on what appeared to be a lack of preparedness and a lack of communications.
- Q. At some point was a state of emergency declared in the Town of Lunenberg?
 - A. [ALONZO] Yes. It was approximately 10:00

a.m. on December 12th.

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emergency, or was it self-initiated?

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Α. [ALONZO] I'll state, from my perspective,

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first, that I was contacted by the chief administrative and financial officer, who was in

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conference with Chief Glenny, at approximately 8:30

Were you advised to declare the state of

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in the morning. At this point I haven't even

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ascertained if I can get out of my driveway, which

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is a rather lengthy driveway. But they were told

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that the damage around town was substantial and that

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more than likely we would need to declare a state of

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emergency. After further conference at 10:00

14 15 o'clock, I managed to meander my way down to the road, which is the only way -- I couldn't move a

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vehicle out of my property. So I met them at the

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road, where I did sign, as the chief executive

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officer in town, signed the emergency order, at

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0. Chief, were you providing advice with

approximately 10:00 a.m. on Friday the 12th.

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Α. [GLENNY] Yes.

respect to this decoration?

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Q. What led you to decide to declare an -- or to suggest that an emergency be declared?

A. [GLENNY] We had started running calls at approximately 9:00, 9:30 at night, Thursday night, and we were beginning to see the damage, and it was worsening. As my people were coming back and reporting in to me the number of poles down, the number of trees down, the number of roads that were impassable, we began to realize that this was going to be a long-term operation. So at that time we decided it was a wise move to look at declaring a state of emergency.

- Q. And on what date was it that you reached the conclusion that it would be a long-term emergency?
 - A. [GLENNY] The 12th.
- Q. Now, in reference to the time that you declared the emergency, at what point did you hear from Unitil?
- A. [ALONZO] I wasn't at the emergency operations center, so I would defer to Chief Glenny to respond to that question.
- A. [GLENNY] I began placing phone calls to Unitil somewhere around noontime, give or take.
 - Q. Which day was that, Chief?
 - A. [GLENNY] On the 12th, to advise them of

our state of emergency and the fact that our EOC was open and in operation.

- Q. Now, once you declared the state of emergency, could you summarize for the Commission the steps that you took to prepare for the emergency.
- A. [GLENNY] Preparation had been done long before we opened the EOC. We had brought in crews that were working around the clock, obviously. We called in private contractors to assist us in opening the roads. We had a shelter open by 9:00 o'clock on Friday morning to shelter persons who could no longer stay at their homes. We had contacted the Red Cross, the National Guard, and others for help, all taking place on the 12th.
- Q. Now, Chief, I realize that in your prefiled testimony on Pages 2 through 11 you've summarized the events that took place at the EOC, emergency operating center, during the course of the storm.
 - A. [GLENNY] Yes.
- Q. But for the benefit of the DPU, could you put these ladies and gentlemen in your shoes at the EOC?
 - A. [GLENNY] Obviously, we were fielding

numerous phone calls from people wanting to know
what was going on, why the power was off, what was
happening, and we were trying to do the best we
could with information. I'd have to refer to my
notes, but it was quite a while before we ever
received any contact from the power company itself.
I'm sure you don't want me to read this day by day.

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I believe it was somewhere around the 14th and the 15th before we actually had a whole bunch of information starting to come in to us from Unitil. The problems we were having from Unitil was, the information we were getting was inaccurate. The number of crews that were supposedly in town working, the dates and times that they were trying to tell us that the power would be back on were not correct. At one point, I believe it was either Friday or Saturday, they were telling us that by Tuesday -- excuse me, it was Tuesday that they were telling us by Friday we would have substantial completion. We kept asking what "substantial completion" meant, and their answer to us was that all the primary lines would be up, and if your home was still connected to the primary lines, you would have power around Friday.

On Saturday the 20th most of the town was still without power. And I believe Saturday the 20th was the day that frustration maxed out in the Town of Lunenberg. That's when the legislators started to make phone calls for us, started talking to the Governor and trying to get us some help at that point.

Schwartz and Don Boyce, the NEMA director, paid us a visit and sat in our EOC for a while. It was that day that a representative from Unitil was sitting with us and talking to us when two residents came into the station and they asked us for some updated information. The updated information that we received that morning I believe was that we have no updated information, on our public-service announcement that they had sent out.

The gentleman from Unitil went out into our lobby and spoke to the two residents, telling them that there were 15 crews working in the Town of Lunenberg that day and that they planned on making good headway that day. At that point the gentleman left our EOC and headed back to Unitil. Upon his arrival at Unitil, he called us back and he said he

wanted to correct his statements, and that the 15 crews were not actually in Lunenberg, they were still parked at Unitil, stocking their trucks. So even the managers who were giving us the information weren't getting accurate information.

- Q. Chief, did you rely on public service announcements, or PSAs, issued by Unitil for information?
- A. [GLENNY] It's what we had to rely on. That's all we had.
 - Q. That's all you had.

- A. [GLENNY] At the time.
- Q. You mentioned communication on December 20th. I'd like to show you what's been marked as Lunenberg 3, and within that group, I believe it's known as Exhibit P. Could you tell me what that document is, Chief?
- A. [GLENNY] This is one of the announcements that Unitil was having their persons send out to give us updates.
- Q. And what information did that communication give you?
- A. [GLENNY] "We have no updates to report at this time."

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MS. KOEPNICK: What are we looking at?

MR. BOWEN: Lunenberg-3, and then
there's a group of, it goes from A through II, I

 $\mbox{MS. KOEPNICK:} \ \mbox{We have it.} \ \mbox{I just} \\ \mbox{wanted to have it for the record.} \ \mbox{Thank you.} \\$

Q. Gentlemen, could you tell the DPU what effect, if any, this information had on the persons who were at both the shelter and the emergency center.

believe, and this was marked as P within that group.

[ALONZO] I can say, as somebody who was at Α. the shelter almost daily -- there may have been one day I was not there at some point -- I took the responsibility of giving updates to the residents who were staying, making use of the shelter, and giving out whatever reports we could, with the exception of the electric restoration. We had a good amount, because of Chief Glenny and his operation at the EOC and the Department of Public Works head, the chief of police, and elsewhere in town, in the school departments and everything -- we had information that was accurate and that people could rely upon for what was going on in the town. But, of course, the most prominent question

everybody had every day was, "When is electric going to be restored," in general, and then more specifically to their residences.

So every day I would give that. And they were planning, they were making their plans about what to do with that information. So it was very important to them that the information -- that they could trust the information that I was relaying to them, who I in turn was getting it from the EOC, who was getting it from Unitil. So people made decisions to stay in their homes, to wait it out, especially in that first week, when on Tuesday -- Tuesday was the 16th -- we were told that, as Chief Glenny just said, that we would have substantial completion of the restoration at that point on Friday.

And they reiterated that on Tuesday, on Wednesday, and on Thursday morning at least. So people were deciding, "Okay, we'll stay at our homes. We'll stay at the shelter at night. We'll make the best of it." When that didn't happen, there were people who subsequently could have possibly, if they knew it was a long-term event, could have drained their pipes, could have done

things to protect their furnace. Instead, they suffered additional damage to their homes and to their property that we feel could have been avoided if they had been given or we had been given accurate information.

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That's to say nothing of the people who were seeking shelter there who because of the conditions, them going back and forth to the shelter, were developing some kind of ailments, especially the frail and the elderly who were with us, many who started at the shelter that had to be mobilized to either hospitals or to nursing homes in the interim after the third or fourth day. Again, if we had known long-term, we could have made other arrangements and they could have made other arrangements. It affected our Meals on Wheels plans for the seniors. The senior center experienced extensive damage and also had no meeting place, so elderly people who did not have any other alternative but to stay in their home were shut in for like two weeks, which affected them, of course, mentally and emotionally.

So these are just some of the aspects of what affected at a personal level the people in

Lunenberg. We were also -- as a member of the Board of Selectmen, as chairman of the Board of Selectmen, I was concerned from day one, from what we've now read in the papers as the, quote, "unprecedented storm, "that it took until December 15th, I believe, for the first PSA to come from Unitil. That's four days after the storm. That was the first public service announcement officially that we had from They had no press conferences, they had no them. 10 news conferences, they had no meetings with the Town officials.

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And probably most critically, their own emergency response plan, which mandates that they identify and provide information for the municipal field coordinator -- that's the key of their whole emergency response plan -- was never given at any point in this process. They never identified, "This is your municipal field coordinator. This is you who get all your information from. These are the private numbers you can get people at Unitil." All of that was left.

- Chief, at some point were there Unitil Q. persons staffing the EOC?
 - Yes, they eventually put a couple Α. [GLENNY]

of young ladies in to help us deal with the residents that were calling, looking for information.

- Q. Did you rely upon those individuals for information?
 - A. [GLENNY] We did.
- Q. Do you recollect the demeanor of those persons during the course of their presence at your EOC?
- A. [GLENNY] They were very helpful. They were cordial in working with us. However, at one point they were as well getting frustrated because the information that they were getting, between the phone calls that they were receiving -- they could tell that the information even that they were receiving from Unitil themselves was not accurate, it was not accurate enough to be relayed.
- Q. Were you privy to any of the verbal exchanges over the telephone between the Unitil representatives present with you and whoever they were talking to on the other end?
 - A. [GLENNY] Only their frustration.
- Q. I imagine both of you spent some time going around town during the course of the event.

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- Α. [ALONZO] Yes.
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- You're nodding your head yes. You have to Q. say yes, because --
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- Α. [GLENNY] Yes.
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- Q. Thank you. Fair to say you're pretty familiar with the road conditions, the tree
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- conditions, and so forth throughout the town during
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- 9 Α. [ALONZO] Yes.

the event?

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- Α. [GLENNY] Yes.
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- 0. Was the Town deforested by this event?
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- Α. [ALONZO] I would characterize it, saying
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- there was extensive tree damage. I mean,
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- "deforested" probably is an overuse of the word, at

least in the way I would use it. There were some

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- 16 parts of forests, well away from the street, that
- 17 had many tops of the trees kind of like almost
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- looking like they had been mown down. There were

some trees down, but the majority of things that I

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- 20 saw in our trips around town were limbs, some of
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- them large limbs.
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- the storm itself, as I sat, as many people in
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- Lunenberg did, not being able to sleep that night

But one of the things I remember during

because of the constant cracking and snapping of large branches that sounded like gunfire going off -- the one thing I remember remarking to my wife was that there was no wind, so anything that really fell fell straight down, for the most part. So unless a tree or something was already leaning, anything that snapped went straight down. of the stuff that happened that caused damage to all different areas, including the electric system, was from straight gravity falls -- again, with the occasional -- there are some trees that fell over.

Q. Suppose I told you that tree-trimming was not a major issue in the lack of electrical service and that the primary cause of all the damage to the lines in Lunenberg was entire trees toppling over and knocking down lines or poles. Suppose I told you that. Would that statement comport with your on-the-spot observations during the course of this event?

A. [ALONZO] It would not with mine, no. I can't speak for what happened outside of the street areas, because I just drove in the street. It was certainly too dangerous to go walking through the woods and see what happened there. But from the

would disagree. I would say the majority of things were actually limbs that came straight down onto wires or touched transformers and blew them up.

Like I said, there was one place that a tree did lean on wires and topple some poles, but I think the majority of the damage was due to just limbs.

O. Chief?

- A. [GLENNY] Just to add to that: To date I can tell that you we're still going out for arcing wires from tree limbs that are still hanging in the wires and rubbing on the wires, that still have not been cleared.
- A. [ALONZO] And there are many -- now I've become more aware of the wire situation since this. And as I drive around places in town, there are still streets that have large sections of tree growth through the wires -- you know, intermingled. If another limb would snap, it would take these down as well.
- Q. Gentlemen, some might say that the problem was caused because other utilities locked up all the crews in the early days of this event -- for example, National Grid, that they went out and got

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all the outside contractors in line, leaving nobody for Unitil to use at all, and that that was the real problem. How do you react to that?

Α. [ALONZO] I have two reactions to that. First of all, I would say that, as a representative of the people of the Town of Lunenberg, they need to secure the manpower. So the fact that other people locked it up is not relevant to the people whose service they provide in the town that I represent. So their size is immaterial to the people who are required to get their electricity from them. So they need to be protected. It's Unitil's responsibility, and it should be deemed, I would assume, from regulations at some point in the process here, whether it's from legislation or it's from the DPU directly, that they be responsible for requiring that.

That being said, we certainly got the impression in the EOC that, if they had more crews, that the work would be done faster. And what happened when we did get more crews -- and this was kind of the pivotal day of Friday the 19th and Saturday the 20th -- when all of a sudden we had all these new crews coming in town and everybody was

excited -- people at the shelter, when I told them that, were starting to see some light at the end of the tunnel, only to be told that they weren't out in the street, they were either parked in parking lots or parked in the garage at 12:30 p.m., still getting equipped, and that some of them sat idle most of the day, and people were reporting that from all different places in town. It became painfully obvious to us that, instead of a whole bunch of work orders being stacked up waiting to be distributed, they didn't even have the preliminary work orders set up, at least it seemed, to dole out to the people when they eventually got there.

- Q. So, for example, you would like to have seen a record of work orders or some summary of the work that was done and was to be done.
- A. [ALONZO] What I would have expected is that, here's all the things -- you do some damage assessment and you have a list of repairs that need to be made, and however big that stack is, when you dole them out into work orders, you have those. And if the bottleneck is the number of crews you have, then when you get more crews, you obviously get more work orders out into the thing.

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But that didn't seem to be what happened when we finally got substantially more crews into town, and it was on that day, and on the 20th, where we talked to our -- actually, our legislators, our elected legislators. Because both our senator and our representative weren't even sworn in at the time, so Representative-Elect Benson and Senator-Elect Flanagan -- we contacted them, saying, "This is not working. Now we have more crews, but we're not getting more done. We really need some further assistance." That's what pushed us over the edge and eventually got the involvement on their behalf or with their help of the Governor's office.

- Q. Chief, do you have anything to add to those observations?
 - A. [GLENNY] No, they're accurate.
- Q. Chief, do you have recommendations for the DPU with respect to this particular event and the handling of it?
- A. [GLENNY] I guess the only thing that I would request is that there be some sort of minimum standards for preplanning for emergencies that they have to meet, some sort of a benchmark that they be required to meet, so that they're prepared for a

disaster of any kind, whether it's a hurricane, whether it's a storm, whatever it might be -- that they need to have some preplanning and they need to have mutual aid in place.

O. Mr. Chairman?

A. [ALONZO] Well, I would say, as I said at the DPU hearing at the Lunenberg High School and as I said at the joint subcommittee of the Senate and the House on public utilities is that, you know, the public utilities are for the public, so the public is who needs to be protected here. And if the electric power company is -- the private electric companies are to enjoy a monopoly and if the public is to be protected and given reliable service and competitive rates, then there have to be, as Chief Glenny said, strict regulations in place, with serious teeth to be adopted if you stray outside of those, because people's lives are at stake.

I think one of the issues that has come up, and I think the Secretary of State said it at the joint committee, as did the Attorney General, you know, that the penalties have to be sufficient enough to make people want to comply, as opposed to just saying, "You know what? It's easier for us to

pay the fine than it is to comply with the regulations." Again, people's lives are at stake.

So what I'd like to see from a regulatory point of view is an emergency response and restoration plan that is followed and is followed closely; line maintenance and upgrade schedules for equipment, because some of the crews that I spoke with and that other people in our town spoke with said that they were putting back lines that were aged, that shouldn't even be there.

There should be crew minimums. My understanding is there are five or six crews in Massachusetts from Unitil that cover over 28,000 services. Again, I'm not an electric-company expert, but that seems drastically low to me.

There should be mutual-aid standards.

There should be estimated bill restrictions, which is a whole 'nother insult that came out of this incident, in the form of estimated bills that people got, soaring into the hundreds and in one case thousand dollars for a month's service in a mobile home.

And I think there should be a severe penalty even in this case. I think Towns should be

compensated for the extra work that they had to do to cover -- we had to provide extra police detail when it became clear that crews were interfering with each other and creating traffic hazards. Those were important. We had to call in State Police at one point to help our police department because there were so many crews now and they seemingly weren't working with us to tell us where people were.

I think the electric customers should receive some remuneration, either in credits or refunds.

And the most severe penalty I think was because they didn't follow their own emergency response plan. I mean, everything hinged on that municipal field coordinator, which was never identified, and therefore the Town kept trying to get some kind of centralized communication to the company that just never came.

- Q. Mr. Chairman, you sound skeptical that a new plan would be enough. Why is that?
- A. [ALONZO] Well, first of all, about ten years ago, when there were people who provided written testimony at some of the DPU public

hearings -- about ten years ago there was an incident like this, where there were hearings just like this. I wasn't in town at that time. I was in a neighboring town in Massachusetts.

But these same hearings, and people said -- somebody even came to the Board of Selectmen and read the letter to the editor and the letter he sent to Unitil from that year. If you read it before he gave us the date, it was perfectly applicable to this incident as well.

So I think there's some history with the residents in town that there's no reason for them to believe that anything is going to change in any regard. And then if the penalty isn't severe enough, again, in a lot of cases it's just easier to pay the fine than it is to change what you do to comply with the regulations.

- Q. Chief, do you have anything to add?
- A. [GLENNY] No.

MR. BOWEN: I have nothing further at this time.

MS. KOEPNICK: Thank you. We'll move on to cross-examination. I've been informed that the Attorney General will have some questions?

MR. STETSON: Just a couple of questions.

CROSS-EXAMINATION

BY MR. STETSON:

Q. Good morning.

[ALONZO] Good morning.

A. [GLENNY] Good morning.

Α.

- Q. Chief Glenny, in your testimony, starting on Page 2, you refer to a rather detailed timeline. Could you tell me how that timeline came about? Do you keep a log with these dates and times and descriptions of situations?
- A. [GLENNY] Actually, the police chief tried to take notes for me and almost act as a scribe for me, so we could keep some notes and have somewhat of a log as to what was happening in the emergency operations center.
- Q. And that's what you drew from in order to provide this as part of your testimony?
 - A. [GLENNY] Yes, sir.
- Q. Just one other quick question: On Page 3,
 I see an entry for 9:55 a.m. on December 14th.
 There's a reference there to a Unitil rep with a
 line tester available to go with the crews. This is

on the 14th. Does this indicate that it took over approximately 60 hours for Unitil to come through with line testers to provide you assistance?

- A. [GLENNY] In reality, that's actually a mistake, as far as a line tester. It was a meter reader that they gave us as a person to accompany us. And his job was supposed to help identify whether the lines were live or not. The way that he did that was, he would call Unitil by phone.
- Q. Was this the first assistance that you received of this sort?
 - A. [GLENNY] I believe it was, yes.
- Q. And just one other quick question:
 Lunenberg has a municipal hospital. Is that
 correct?
 - A. [GLENNY] No.

- Q. I'm sorry, medical center? Is there a resident medical facility within the town?
- A. [GLENNY] We have a physician's office, a family-practice office. It's not an emergency facility.
- Q. Drawing from your timeline: Can you give us a day or time when Unitil provided an embedded employee for your EOC?

470 1 Α. [GLENNY] I think it was around the 14th or 2 the 15th, somebody was finally on scene in the EOC. That's all I have. 3 MR. STETSON: Thank 4 you. 5 MS. KOEPNICK: Thank you. We'll 6 continue with some questions from the Bench. Does 7 staff have questions at this time? 8 BENCH EXAMINATION 9 BY MR. PERLMUTTER: 10 Q. Good morning. 11 Α. [ALONZO] Good morning. 12 Α. [GLENNY] Good morning. 13

Q. I'm going to start and ask questions, and I'll direct them to both of you, on the communications and contact you had with the company during 2008. So I'll just ask the first basic question: Did either of you communicate at all or contact the company in terms of planning for an emergency situation such as that that arose during the winter storm?

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A. [GLENNY] Once a year they do hold a meeting at their facility on the John Fitch, where basically they review what they've accomplished over the year.

- 1 Q. Were you invited to that meeting?
- 2 A. [GLENNY] I was.
 - Q. Did you attend that meeting?
 - A. [GLENNY] I did not.
 - Q. Did anybody from the Town --
 - A. [GLENNY] The director of DPW. The reason for not attending that, I've attended them in the past. Year after year, they're basically the same. It really doesn't enhance public safety or move forward in preplanning or anything like that. So it wasn't worth my time to go.
- 12 BY MS. EVANS:

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- 13 Q. When was that meeting in 2008? Do you recall?
 - A. [GLENNY] I don't. I do not. It's usually in the fall, I believe, but I'm not positive.
 - Q. Thank you.
- 18 BY MR. PERLMUTTER:
 - Q. And in your testimony on Page 12, Chief Glenny, on Line 12, you say that, "In accordance with the ERP, as part of the pre-emergency preparation, Lunenberg officials should have been advised as to identities of the manager of customer services and the communication coordinator." Do you

1 | see where I'm at?

- A. [GLENNY] Yes.
- Q. Are you pretty aware of the emergency restoration plan for Unitil?
- A. [GLENNY] Just somewhat, not -- I would not say that I was an expert on it, no. The reason for that is, the copy that I have is dated 1986.
 - Q. The copy of the emergency restoration plan?
 - A. [GLENNY] Yes.
- Q. Do you know who in the Town the company would have contacted with the identities of the manager of customer services and communication coordinator?
- A. [GLENNY] My understanding is it should have been me, as the emergency management director.
- Q. And before the storm had you spoken to anyone at Unitil -- I shouldn't say anyone. But do you remember any contact of significance with a Unitil employee having to do with emergency restoration plans?
 - A. [GLENNY] No.
- Q. This might go to Chairman Alonzo: When did the Town first become aware that a storm was approaching?

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Α. [ALONZO] We had been following it, as everybody else, probably on the 10th, where our ears perked up, and then later on on the 10th, when it became predicted that it could be substantial and cause some damage.

- 0. And from the time you learned about it on the 10th until the evening of the 11th, when the storm hit, did anyone from Fitchburg contact you about planning for the storm?
 - Α. [ALONZO] From Fitchburg?
 - Q. I'm sorry, anyone from Unitil contact you?
 - Α. [ALONZO] No.
 - Α. [GLENNY] No.
- Q. And would you have expected anyone to contact you, based on your understanding of the emergency restoration plan and experience?
 - Α. [GLENNY] Yes.
- What would you have expected them to tell Q. you before the storm hit?
- Α. [GLENNY] What their plans were, as preparation for the storm.
- And then we know the storm hit somewhere 0. around 8:00 o'clock on that Friday evening.
 - Α. [ALONZO] Thursday.

- A. [GLENNY] Thursday evening.

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- Q. Thursday, December 11th. Chief Glenny, let me get your impression: Yesterday, one of Unitil's witnesses stated that it was the worst damage he's ever seen, something like that -- I characterize --
- from a storm like this. Would you agree with that characterization, from your experience?
- A. [GLENNY] It's probably one of the most widespread-damaging storms that I've seen, yes.
- Q. Then the storm hit somewhere around 8:00 o'clock. I think maybe Chairman Alonzo testified that the emergency operating center in Lunenberg opened on Friday the 12th?
 - A. [ALONZO] Yes.
 - Q. Early in the morning?
 - A. [GLENNY] Yes.
 - A. [ALONZO] Yes.
- Q. As it opened, approximately how many people were in the EOC?
- A. [ALONZO] I would defer -- I didn't get to EOC the first day.
- A. [GLENNY] There would have been the fire chief, the police chief, the DPW director, the town manager, the school superintendent, the Council on

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Aging, one of the school nurses who came in to assist us with identifying the most needy people in town.

- What happens out of the EOC? Does that Q. become a central command, where you give instructions to all of the respondents?
- [GLENNY] Yes, it's where the town Α. basically is operated from at that point.
- Q. And you have the understanding that Fitchburg would assign a municipal field coordinator to be placed at the Lunenberg EOC?
 - Α. [GLENNY] Unitil, yes.
 - Q. That Unitil; I'm sorry.

BY MR. DANIFI:

- I have a couple of general questions either Q. of you can answer. I think I hear what you guys are saying about the present situation. How was the company's communications with the Town historically?
- Α. [ALONZO] I would say -- I don't have, as a Board of Selectmen member, I don't have a lot of direct dealings with Unitil. It was only in this regard, in an emergency situation, that I would really have, you know, any knowledge of what kind of communications we would have.

- Q. So the Town never, you know, requested for meetings, or it doesn't come to your EOC to describe their plans, other than the annual meeting they have in Fitchburg, at their office?
- A. [ALONZO] To the best -- I'll defer to the chief. But to the best of my understanding, that is correct.
- Q. Has the communications improved since the storm?
- A. [ALONZO] We do get any kind of storm warnings right now -- we get issued before an event, saying they're on alert and they've issued advisories to the Town.
- Q. Also, previously it was stated that the majority of the damage was due to tree limbs. Are you aware of the company's vegetation-management policy?
- A. [ALONZO] Not to detail, not how it's written, no.
- Q. What I'm trying to get at is: Their vegetation-management policy describes how much clearances and how often they should be trimming trees. What I'm trying to find out is whether these limbs that fell were within those proscribed --

whether the trees were within the trim zone or
outside the trim zone, from your experience, from
what you saw, in real life? Or were they just
outside the public way, in woods?

Α. [ALONZO] In our town -- certainly, in certain sections of the town, it's very rural and very sparsely populated. The trees grow, as I've said -- and I think there's a resident who gave testimony himself, Mr. Strathmeyer, provided pictures to this hearing as testimony, that the tree limbs are going through the wires. So there's no clearance. If there's any clearance, it's vertical, not horizontal. They're not away from the lines. I would expect that there would be a certain distance from the line, onto whatever property is abutting And there are clearly places in town that still that's not true.

BY MR. NELSON:

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- Q. Chief, who was the incident commander for the whole thing? Or did it change?
 - A. [GLENNY] It was myself.
 - Q. You were?
 - A. [GLENNY] Yes.
- 24 Q. Could you briefly explain the different

organizations that you communicated with directly?

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Α. [GLENNY] Within the town or statewide or --

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[GLENNY] Obviously there was all the Town entities, the Mass. Emergency Management Agency, the National Guard, Verizon, Comcast. Who else would we have talked to from there? State police. Fire chiefs association, because they were looking to see if we needed mutual-aid help. The Red Cross. I communicated with other fire departments and other fire agencies, looking for things such as sign boards or detour signs, things like that. At one point we brought in a lighting tower so we could light up one of our most dangerous intersections so we could put stop signs in to help control traffic, because we had no traffic signals. So we talked to all those agencies.

0. What was the response from I'm curious: the telephone company and Comcast when you talked to them, and when did you talk to them?

Α. [GLENNY] Verizon flooded the town with vehicles. And one of the main reasons for that is, most of the utility poles in town belong to Verizon. So they had to get in and replace the poles. One of the foremen that stopped in to talk to me told us there will approximately 100 to 120 poles that were broken and damaged in town that had to be replaced.

But you couldn't go down a street and not see a Verizon truck.

Comcast within a very few days was out trying to restore cable TV. I'm not sure why, but they were trying to restore cable TV.

- Q. When did Verizon show up to start setting poles in Lunenberg?
- A. [GLENNY] They had trucks in town doing damage assessments on the 12th and the 13th.
- Q. And when did you notice that their trucks were gone?
- A. [GLENNY] As in starting to work? Or leave?
- Q. Leave town because they were finished setting poles.
- A. [GLENNY] They were in town throughout the whole thing, moving wires and working in conjunction with the power company. They probably showed up around the 12th to begin their assessments and their work.

Q. Thank you.

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BY MR. PERLMUTTER:

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Q. I'm going to continue a little bit along those lines. Is it fair to characterize your

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situation than Unitil?

[GLENNY] Yes.

Q. If you could help me distinguish between, in a storm like this, your responsibilities, the

testimony that Verizon was much more on top of the

responsibilities of the Town, and the

responsibilities of Unitil. We can just start with:

What do you rely on Unitil to do to assist you to

keep the public safety?

A. [GLENNY] Provide power.

Q. Provide power, obviously, restore service.

And what other things, in terms of cleaning up the

A. [GLENNY] Communicating with us as to

what's happening and moving forward. Their cleanup,

bringing down wires up off the ground, so people

weren't questioning whether they were live or dead.

One of the biggest issues, that we're

still dealing with within our schools, is I have to

send people in to reeducate the children on how they

should deal with down wires, because to this day there's still lines laying in the road, on the sides of the roads -- whether they're power lines, telephone line, or cable-TV line, whatever they might be, and how to deal with them and try to educate them to treat them as live wires, so we don't have people getting electrocuted. That should have been cleaned up as they moved through.

A. [ALONZO] If I may add: The priority was the safety issue of identifying what equipment, poles, and wires were in the street, what was live and not live, and get those removed so the roads become passable, because there were other people that couldn't get to certain places on the roads because they didn't want to -- either a wire was low, drooping across the road, or it was on the road, cut, and people were -- other trucks and contractors didn't want to go past because they weren't sure about what the safety level was.

But secondary to that would have been a complete damage assessment. And it became clear to us, when the conference calls started with the Governor's Office, when they started on the 20th or the 21st, that even by the CEO of Unitil's

admission, there still wasn't a complete damage
assessment of what needed to be done. There were
certain areas in our town and certain areas in the
whole four-town-and-city region that hadn't been
fully assessed, as far as what the full damage was.
This was a week after the storm, and they didn't
even know what the full damage was.

- Q. Chief Glenny, going back to your testimony:

 It seems like on December 12th, at 10:00 a.m., it

 seems like you contacted Unitil to inform them of
 the state of emergency.
 - A. [GLENNY] Yes.

- Q. Who did you speak to at Unitil; do you know?
- A. [GLENNY] I don't remember the person's name. I do not. I'm sorry.
- Q. That's okay. Did you call just a general number, or did you have a contact number within --
- A. [GLENNY] It's the emergency number that Unitil gives us.
- Q. And are either of you aware of when the first time you saw a Unitil truck after the storm in Lunenberg was? Let me ask --
- A. [GLENNY] I couldn't tell you.

- A. [ALONZO] I'd have to say, the earliest
 that I can think of that I saw one -- and I didn't
 write this down -- is at least a week later, a
 Unitil truck. When you're saying Unitil, you're
 saying "Unitil" is on the side of the truck.
 - Q. So there might have been some other repair crews being contracted with Unitil which you wouldn't have been aware of.
 - A. [ALONZO] Right.
 - BY MS. KOEPNICK:

- Q. Chief Glenny, when you contacted Unitil that first time on December 12th and you spoke to somebody, what if any information was provided to you in that conversation?
 - A. [GLENNY] "We'll be in touch."
- Q. They didn't provide you a private number that --
 - A. [GLENNY] That came later on.
 - Q. When did that come?
 - A. [GLENNY] I don't know if it's in here or not. It might have even been as late as the 20th when someone from Unitil gave us contact numbers.

 They gave us cell phone numbers. They gave us pager numbers so that we could get ahold of somebody. But

it was quite a ways into the incident.

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- Q. When they gave you a number, was there ever a time when they gave you that number that they informed you that this would ring into Unitil's EOC directly?
- A. [GLENNY] Yes, there was one that was given to us.
- Q. Do you recall your experiences -- whenever you were given that number, were you able to contact somebody at that point?
- A. [GLENNY] Yes, we were able to get within what they called their war room, where we could talk to people. But again, the information was not accurate when we did get it.
- Q. And when you talk about information, you're talking about restoration times --
- A. [GLENNY] Crews working in town, restoration times, even streets that they would say the power was back on but it wasn't, things to that effect.
- Q. With the wires-down issue and identifying if there were any live wires, did the company ever communicate to you that it believed all the wires were dead because its entire system was deenergized?

- A. [GLENNY] Yes.
- Q. Do you recall details of that?

A. [GLENNY] I do not. I don't remember when that was.

Q. Do you recall if it was perhaps -- was it early in the storm, or was it towards the middle, end? Any context for that?

A. [ALONZO] If anyplace, it would have to be near the beginning, because --

A. [GLENNY] It would have been while we were out with the contractors trying to clear the roads and get the roads open. My guess would have been somewhere around the 14th or the 15th that conversation would have taken place.

Q. One other topic briefly: The PSAs, I think your testimony was you didn't receive a PSA until December 14th, I believe?

A. [GLENNY] I believe that's correct.

A. [ALONZO] I believe actually it was the 15th.

A. [GLENNY] The 14th or the 15th.

Q. How do they come to you? Do they come to your EOC?

A. [GLENNY] They would email them to us.

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BY MR. PERLMUTTER:

Let me follow up one bit with that.

Q. And you had testified that that was, at least for the initial part of the storm, your primary means of communication with the company?

Α. [GLENNY] Yes.

[ALONZO] One of the things that was made clear, and why the chief alerted them immediately, as well as other companies, was the fact that the rest of the town was completely out. So our Internet to town hall and all the schools, every normal mode of communication was gone. You couldn't call town hall. You couldn't call any of the numbers except the EOC and the public-safety numbers. You couldn't send email. You couldn't send faxes to the normal numbers. That's why it was imperative that as soon as the EOC was open that the chief gave all this information out to people, because that was the only way you can communicate. If somebody had on their automated systems, "Hey, fax the PSAs to this number or email them to these numbers, "they weren't getting to people, because we didn't have any power or communication in those areas except for the EOC.

company submitted all of the PSAs it issued, and it shows that they did issue one on Thursday, the 11th, as an advisory that the storm was coming, and then starting the 12th, after the storm had hit, at 11:30, they issued one every six hours or maybe less. But your testimony is those did not arrive at the EOC and you had no idea that they had been issued. Is that correct?

- A. [GLENNY] Correct.
- A. [ALONZO] That is correct.

BY MS. EVANS:

- Q. I believe, Chief Glenny, you testified that the Town had a list of the more needy customers -- I believe you called them more needy customers -- to contact in the event of emergency. Is that correct?
- A. [GLENNY] We were looking for the neediest people in town that we wanted to get services to for help, so we could either transport them to the shelter or provide them food or make sure that they were okay in their home.
- Q. And what do you do with that list of needy customers? What did you do at that time? When did you contact those customers?
 - A. [GLENNY] Depending upon what we found when

we were there, we would either forward some information, if there were medical needs. Where we couldn't move them out of their house, we would notify Unitil of that or whomever needed to be notified, and/or we would attempt to move them to a safe location or set them up with a generator if possible.

- Q. And when did you perform those activities in December?
 - A. [GLENNY] When would we --
- 11 0. When?

- A. [GLENNY] We started that on the 12th.
- Q. At any time did Unitil provide you with any list of customers that they had in their system that were life-support customers?
- A. [GLENNY] No, I don't recollect any information coming from them.
- Q. You testified also that a copy of Unitil's ERP that you have in your possession is dated 1986. Is that what you testified?
 - A. [GLENNY] I believe it's 1986, yes.
- Q. Would there be another person in the Town government in Lunenberg who would have a copy of Unitil's ERP?

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A. [GLENNY] I believe the town hall, the town manager, has a copy. When we did make access and finally check it, that one is updated to ninety-something, but I forget the date. It's not the most current.

- Q. But it's more updated than 1986?
- A. [GLENNY] Yes.

BY MR. NELSON:

- Q. Either one can respond: You did mention that you didn't see a Unitil-labeled vehicle until later. You said you also started clearing the roads earlier with contractor crews. Were contractor crews in town to help you assist in that?
 - A. [GLENNY] We called them in.
 - O. What contractor crews?
- A. [GLENNY] Any of our local private contractors, as far as construction companies with heavy equipment -- loaders, chainsaws, personnel -- to help open the roads.
- Q. Were there any line trucks that were contractors that were working for Unitil in that town?
- A. [GLENNY] Not that I'm aware of, and there weren't any that we called.

1 Q. Were there any in the town clearing the 2 wires so that you could get the contractor crews in to remove the trees? 3 4 Α. [GLENNY] Not that I'm aware of, no. 5 Q. And you testified -- what day did you 6 actually see line contractors, whether they were 7 Unitil's or some private contractor or another 8 company's? 9 [GLENNY] I didn't. I was in the EOC. Α. couldn't tell you when. 10 11 And you had no reports from officers out in 0. 12 the field? 13 [GLENNY] My people would report to me, but Α. 14 I can't tell you what the date was. I don't have 15 that document. 16 MS. KOEPNICK: That ends the 17 Department's questions. Does counsel for Lunenberg 18 have any redirect? 19 MR. BOWEN: Just one, Your Honor. 20 MR. EPLER: Is it possible that I could 21 ask a couple of questions? 22 MS. KOEPNICK: Yes. The company will 23 ask a few questions now.

BY MR. EPLER:

Q. I'll direct these questions to either one of you, whoever is able to answer.

I think there was mention earlier of the ownership of the poles in Lunenberg by Verizon. Are you aware that the poles are actually jointly owned in Lunenberg between Verizon and Unitil?

- A. [GLENNY] No.
- Q. Are you aware that under the jointownership agreement between Verizon and Unitil that
 the primary responsibility for replacing and setting
 poles after storm damage and for making the
 facilities safe is with Verizon in the Lunenberg
 area?
- A. [GLENNY] Replacement of poles is the responsibility of Verizon. I am aware of that.
 - A. [ALONZO] Yes.
- Q. And that that responsibility is in particular as a result of storm damage? In other words, if poles are damaged due to storm damage, it's Verizon's responsibility to replace those poles, rather than its co-owner, Unitil, within the Town of Lunenberg?
- A. [ALONZO] I wasn't aware of that

1 stipulation.

- A. [GLENNY] And it's not every pole. There are some poles that are solely owned.
- Q. And are you aware whether through Verizon's ownership of the poles, whether or not it has any tree-trimming responsibilities in terms of clearing -- maintenance tree-trimming?
 - A. [GLENNY] I am not.
- A. [ALONZO] I am not aware of what their responsibilities are, no.
- Q. At any point have you had any discussions with Verizon about tree-trimming? Not with respect to the storm, but just in terms of ongoing maintenance trimming of trees.
 - A. [GLENNY] I have not.
- A. [ALONZO] No.
 - Q. Are either of you aware of the National Incident Management System?
 - A. [GLENNY] Yes.
- Q. And is that something that the Town participates in?
 - A. [GLENNY] Yes.
- Q. Have either of you had an opportunity to review or at any level, whether just a cursory

review, or read the Unitil self-assessment report?
Has this provided to you or to the Town?

- A. [GLENNY] No.
- A. [ALONZO] It has been provided to me, and I did scan it. I did not read it cover to cover.
- Q. By any chance in your scanning were you able to review the recommendations of the report that are -- I believe they're summarized at the front of the report, and they're also discussed in more depth in the body of the report. Did you have a chance to read through those?
- A. [ALONZO] Like I said, just briefly. I know some of the things; none of them in depth.
- Q. Chief, in terms of your attendance at the annual meetings that were held at John Fitch Highway, at any point did you indicate to anyone at Unitil that the copy of the emergency response plan that you had appeared to be an old plan and whether or not there was an update available?
- A. [GLENNY] I did not, because at the time I was not the emergency management director, so I wasn't aware of the date on the plan.
- MR. EPLER: Thank you very much. That's all the questions.

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1	MS. KOEPNICK: Counsel for Lunenberg,
2	redi rect?
3	REDIRECT EXAMINATION
4	BY MR. BOWEN:
5	Q. Gentlemen, I'd like to show you a set of
6	documents that have been marked as Lunenberg Exhibit
7	3. Just take a moment and go through those.
8	Do you recognize the documents?
9	A. [ALONZO] Yes.
10	Q. Are these the public service announcements
11	received from Unitil?
12	A. [GLENNY] They appear to be.
13	Q. Do you recollect receiving public service
14	announcements prior to or other than those found
15	in that package?
16	A. [ALONZO] I did not. The earliest one I
17	saw was this first one on the 15th.
18	A. [GLENNY] The 15th is the earliest one that
19	I recollect.
20	MR. BOWEN: Thank you. I have no other
21	questi ons.
22	MS. KOEPNICK: Thank you. I think this

Then

would be a good time to break for ten minutes.

we'll proceed with witnesses from the City of

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1 Fitchburg. Off the record. 2 (Recess taken.) 3 MS. KOEPNICK: Let's continue with 4 witnesses from the City of Fitchburg, presented by 5 the Attorney General. I do note for the record that 6 Deputy Chief Spano is not available, and the company 7 has indicated that they do not object to his being 8 He submitted joint testimony with Chief absent. 9 Roy. Is that correct, counsel for the company? MS. PURCELL: That's correct. 10 11 MS. KOEPNICK: Is the Attorney General 12 ready to proceed with his direct examination? 13 MR. STETSON: We are, Madam Hearing 14 Officer. 15 GLENN C. FOSSA, KEVIN D. ROY, and 16 LENNY R. LAAKSO, Sworn 17 DIRECT EXAMINATION 18 BY MR. STETSON: 19 Q. Good morning, gentlemen. I'm going to ask you questions and look to present your testimony one 20 21 at a time, and then I'll present you for cross-22 examination by the company, the other intervenors, 23 and the Bench as a panel.

MS. KOEPNICK: Mr. Stetson, could you

introduce, first, the witnesses, so we know who is
who?

- MR. STETSON: I was about to do that.
- MS. KOEPNICK: I'm sorry.
- MR. STETSON: I just wanted to give them an idea of what we were doing.
 - MS. KOEPNICK: Okay. Sorry.
- Q. Sergeant Fossa, could you please state your name, rank, and business address for the record.
- A. [FOSSA] Glenn Fossa. I'm a sergeant with the Fitchburg Police Department, for the purposes of this, 718 Main Street, Fitchburg, Massachusetts.
- Q. Chief Roy, could you please give your name and your title, position, and business address, please.
- A. [ROY] Fire Chief Kevin D. Roy, and it's 33

 North Street, Central Fire Quarters, Fitchburg,

 Mass.
 - Q. And Commissioner Laakso?
- A. [LAAKSO] My name is Lenny Laakso. I'm the Commissioner of Public Works for the City of Fitchburg. My working address is City Hall, 718 Main Street, in Fitchburg.
- Q. Sergeant Fossa, you're sponsoring some

- prefiled testimony here today on behalf of the

 Attorney General and the City of Fitchburg; is that

 correct?
 - A. [FOSSA] Yes, sir.

- Q. You're sponsoring Exhibit AG-3, which is the testimony of Sergeant Glenn Fossa; is that correct?
- A. [FOSSA] Yes, sir. I'm not sure about that reference.
- Q. Well, you have the file with the testimony in it right there.
 - A. [FOSSA] Yes, sir, that is correct, AG-3.
- Q. And this testimony was prepared by you or under your supervision; is that correct?
 - A. [FOSSA] That is correct, sir.
- Q. Do you have any additions or corrections to that prefiled testimony today?
 - A. [FOSSA] No, sir, not really.
- Q. And if I was to ask you the same questions contained in your testimony, your answers would be the same: is that correct?
 - A. [FOSSA] Yes, they would.
 - Q. Do you adopt your testimony as your sworn testimony in this proceeding?

- 1 A. [FOSSA] Yes, sir. There is one 2 correction.
 - Q. Please.

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- A. [FOSSA] Here it says University of Michigan. It's Michigan State University.
 - Q. Well, that's important.
 - A. [FOSSA] The only correction.
- Q. Chief Roy, I've got the same questions for you. You realize you're presenting testimony today on behalf of the Massachusetts Attorney General and the City of Fitchburg?
- A. [ROY] I do.
 - Q. And you're sponsoring your actually joint testimony with Michael Spano, and it's marked as Exhibit 5 for identification?
 - A. [ROY] That's correct.
 - Q. Was this testimony prepared by you or under your supervision?
 - A. [ROY] It was, Deputy Chief Spano and myself prepared this testimony.
 - Q. Do you have any additions or corrections to that testimony?
 - A. [ROY] I do not.
- Q. If I were to ask you the same questions

- today as your prefiled testimony, your answers would be the same; is that correct?
 - A. [ROY] That's true.
 - Q. And do you adopt the testimony as your sworn testimony in this proceeding?
 - A. [ROY] I do.

- Q. Commissioner Laakso, you as well understand you're sponsoring direct testimony on behalf of the Massachusetts Attorney General and the City of Fitchburg today?
 - A. [ROY] Yes, I do.
- Q. And you are sponsoring the document marked AG-4 for identification; is that correct?
- A. [LAAKSO] Yes, that's correct.
- Q. Was this testimony prepared by you or under your supervision?
 - A. [LAAKSO] Yes, it was.
 - Q. Do you have any additions or corrections to that testimony today?
 - A. [LAAKSO] No, I don't.
 - Q. If I were to ask you the same questions today that are contained in your testimony, your answers would be the same; is that correct?
- A. [LAAKSO] Yes, they would.

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- Q. And do you adopt your testimony and responses as your sworn testimony in this proceeding?
 - A. [LAAKSO] Yes, I do.
- Q. Sergeant Fossa, with respect to your testimony and your involvement in the 2008 ice storm: Could you briefly describe your testimony and, to the extent that you feel it's appropriate, draw on your experience during the aftermath of the 2008 ice storm.
- A. [FOSSA] This was a major event. I have 25 years of service with the City of Fitchburg Police Department and an additional two years in southern Maine. All told, as far as a natural occurrence, this was a major, major event for the police department and other disciplines.
- Q. And during the aftermath of the storm, what was your particular description of your duties with respect to the police force and the emergency management plan, emergency response plan?
- A. [FOSSA] I share several titles, one of which is assisting the primary emergency management director for the City of Fitchburg, who is attached to the fire department, and then-Deputy Chief

Michael Spano. So it was my duty that morning to report to the fire department for briefing and bringing up the emergency operations center.

- Q. With some focus on your testimony -- would you give me just a brief description of what you provided in your testimony today?
- A. [FOSSA] Sure. That morning I did report to fire headquarters. I met with Chief Kevin Roy, who is seated to my right here today, and proceeded to get briefing on the extent of what was going to transpire. Several call-ins were made, a conversation with the mayor and other directors and commanders of city departments, including, obviously, undertaking coordination with the utilities.
- Q. And how did that transpire over the course of the restoration effort?
- A. [FOSSA] Well, as the ERP, the emergency response plan, filed by Unitil, of which we have a copy, and discussions and plans, exercised with the Montachusett Regional Emergency Planning Committee, we anticipated fairly quick response from Unitil to have representation in the emergency operations center. That, of course, did not happen within the

time frame that we would have expected that to happen.

Shortly after that, we did bring the emergency operations center up and running to a fairly full extent. All city departments were activated. The police department was extremely busy as well. And we would coordinate our responses with the fire, emergency, medical folks, police department, board of health, shelter managers, school department, who provided some of those shelter assets, as well as the senior center, which is under the direct of the board of health for that shelter in particular.

In addition to that, as I had mentioned, the increased or continued need for a coordinated response with Unitil Corporation, the utility supplier for the City of Fitchburg, which was, at least in my estimation, significantly hampered by the lack of communication and ability to communicate with the company.

Q. Could you give us, based on your experience during the aftermath of that storm, could you give us some of your thoughts on the extent of Unitil's restorative preparation and performance during the

aftermath of that storm?

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[FOSSA] I don't have a specific working knowledge of the operational plan of work that they were doing except for our attempts to gauge and advise the incident commander, Mayor Wong, of the progress. And oftentimes what information we did have, or the lack of information we had hampered the efforts in order to either inform the public, project what our assets were going to need to be, or to plan for how many days out of continued shelter operation or continued police fortifications of forces we would need in order to carry out some of the duties.

- Q. Are you aware of any figures that have been generated by the police department with respect to additional costs that were incurred for overtime and the like?
- Α. [FOSSA] I do not have specific numbers. However, they were extensive, as we needed to continually have more personnel on the street than we typically did.

I'm going to engage Chief MR. STETSON: Roy, to ask for his summation of his testimony, and the same with Commissioner Laakso, and then I'll

present them for cross.

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Q. Chief Roy, could you give us a brief summary of your duties during the aftermath of the 2008 ice storm?

A. [ROY] Yes. The fire department of
Fitchburg's responsible for all fire and EMS
emergencies and also the Fitchburg emergency
management agency comes under the direction of the
fire chief. Traditionally we've appointed a deputy
chief who fills that position. And all our command
staff is required to get National Incident
Management training to the proper level. Deputy
Spano in this case is our ICS-800 representative,
and myself, deputies, and captains are all ICS-300
qualified.

On the night of the 11th, at about 9:00 o'clock, we noticed an increase in number of calls. We saw icing taking place in the city. By about 10:30 it was obvious that our call volume had increased for wires down, minor car accidents, those type of situations.

I left my house at probably 11:00 o'clock at night, could not get out of my own street. When we started having many transformer

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explosions, wires down, traditional what we call light shows going on in the City, obviously we had a severe situation.

I notified the mayor at about 11:30 that night of what was going on. We were pretty much inundated for the next two or three hours. And at approximately 2:30 I contacted the mayor again and advised that we should be declaring a state of emergency, which the mayor did at that time. mayor responded to the dispatch center at fire headquarters, where we were fielding a lot of calls, and started making arrangements for the EOC.

As the night went on, we had many more type of situations where we had difficulty getting down streets, lots more explosions, transformers, reported building fires, services ripped off houses, from branches.

At approximately 7:00, 7:30 a.m., I contacted Sergeant Fossa, who has worked in the emergency management field for a number of years, and we decided the EOC needed to be opened and we advised the mayor of that. Within a short time, everybody, including Deputy Chief Spano, was on the scene at our EOC. It involved our board of health,

buildings, schools. We actually got a NEMA rep from the State. We distributed our emergency phone number, which was a fire-department emergency line that kicks down to five lines. It's through 34801 to 34805. It's our emergency call number. We distributed that to the citizens so that they could start making phone calls. And we were able to handle all the calls in our dispatch center, kicking any emergencies down to the EOC, which is in the fire station.

We did notify Unitil. I believe, I'm not positive, on Friday morning, I think I talked to Mike Frappier, but I'm not sure who it was. It was a management person. I advised them what was going on. As always, in our preplan with Unitil, we had asked for a rep to get to the EOC.

Obviously, as the days went on, calls became more involved with power outages, power down. Many of our problems were wire-down calls, where people had live wires. We could not get enough Unitil people to those situations. When it became an emergency, such as getting to people's houses for ambulances or fire apparatus -- all our apparatuses are equipped with hot sticks, we call them. So we

made an equipment assessment with a hot stick and had to cut trees or whatever we had to do.

That, in my opinion, is a very dangerous situation. Even though it's okay at times for emergencies, where you may have to save a life, we didn't know what was being energized and not energized for circuits. We could check a line one minute and Unitil could have energized it and we don't even know it. So we did what we had to do in emergency situations, but it was not a good situation.

As the next few days went on, we had situations where elderly high-rises in the city had to be evacuated -- one in particular, the Joseph House, 180 people, many of them with medical disabilities and special needs.

That was followed by the Daniels Street housing project, which is also an elderly high-rise -- not high-rise, excuse me, but it's a complex. We had to evacuate that.

So I think it was on Friday afternoon, the 11th, around 3:00, we opened our first shelter, and subsequently we opened three shelters, and at times we had as many as 450 people in shelters. The

shelters weren't closed until December 23rd, as was the EOC. So we remained in that mode up until that date

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I think it's obvious from my written testimony that some of the issues that had been addressed in the past with Unitil's emergency plan, which Deputy Chief Spano actually assisted them with in 1996 and was revised in 2003 -- things that were in that plan were not happening. We were not getting an embedded person in our EOC. We were not getting assistance to check live wires in emergency situations. And to my knowledge, there was no check of critical-care people who register with Unitil that they have critical needs, that anyone was doing that other than the police and fire department. were doing wellbeing checks for whatever we could of calls and situations we were getting from loved ones in other states or other parts of Massachusetts to do that, and the PD did a lot of that, as did the fire department.

Q. Chief Roy, could you provide us with, you know, your opinion as to Unitil's restorative preparation and general performance during the aftermath of the storm?

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Α. [ROY] I think as I stated in my written comments, that it appeared that -- Mr. Gantz showed up at our EOC on the 13th, I think it was Saturday We had regular briefings three times a afternoon. day, usually at 10:00, 2:00, and 6:00, that updated everyone. We had a number of issues, like we were trying to get our local radio station on the air, so that people could get information. We had to provide power to them. We had to provide propane. So those are the areas we were trying to get help from Unitil to restore power more quickly. Ιt appeared to us that they were pretty much overwhelmed, and in hindsight it appears that I don't think they had a handle on the amount of damage that they had or how to correct that damage.

We were told constantly that major circuits were going to be put up. They weren't, in the fashion that they told us they were going to.

And we were also told that mutual aid was coming from other areas of the country. And although they did appear and we saw them, probably starting Saturday night or Sunday, it didn't appear to be nearly enough for the amount of damage. Honestly, it didn't look like there was a good assessment of

how much damage they had and how they were going tocorrect that damage.

I think I should mention another thing, that our emergency lines that we gave out as the emergency phone number got to the point where we were fielding nearly 120 calls an hour in that facility. That does not include the 911 dispatch that's located in the police department.

So by the time Monday and Tuesday came around, most all of our calls were people with wires down in their yards, "When am I going to get my power back?" and they were Unitil-related questions. I believe, I'm not sure of the date, but I believe it was around Wednesday, the 17th, we did get an embedded person from Unitil with a computer that logged our complaints. Prior to that it was our dispatchers calling the emergency number that we have and advising them to "Put another down wire on the list," basically, is what they were doing.

Q. Thank you, Chief Roy.

Commissioner Laakso, could you please give us a brief summary of your duties, the duties of the Department of Public Works during the aftermath of the storm, and could you give us a

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brief description of the points of your testimony as well.

[LAAKSO] At about 2:30 a.m. on Friday the 12th I had a call from the mayor saying that she was going to have to declare a state of emergency due to the ice storm. There were downed wires and downed trees all over the city. The streets in many cases So it was the Public Works were impassable. Department's job to get the streets open, clear them of debris for public safety, so that people could -in public-safety vehicles could use the roads.

I went out there with our superintendent of streets around 5:00 a.m. on the 12th to get a handle on how bad the situation was. We both had never seen anything like it. John Anderson, our superintendent, said the damage was worse than the blizzard of '78, so it was going to be a difficult situation to deal with. Shortly after he said that, we had to take a detour onto a side road because Mechanic Street, which is one of the main roads into the city, was totally blocked off with dozens of trees and downed poles and electric wires. We went off onto a side street, and a tree fell in front of While we us, so we had to get that out of the way.

were doing that, a wire was hit by a limb or a tree just behind us. There was a big flash, and we came pretty close to getting electrocuted ourselves. So we realized real early that it was a dangerous situation.

During the course of the next couple of weeks we had our 15 or 20 DPW crews out there clearing the streets. We had assistance from Mass. Highway Department, the Department of Conservation and Recreation, the National Guard, and we hired 25 private contractors to get the streets open. We did it in a couple of phases. The first phase was to get at least one lane open, even if people had to zigzag down the streets around limbs and trees. After that we had to open up the streets so that two public safety vehicles could pass each other on the street.

The job was daunting enough. We have about 240 miles of streets in the city. But it's complicated by the fact that there were downed wires all over the city, and we couldn't work near the wires unless we knew that it was safe to do so.

So we called Unitil on the morning of December 12th to get some assistance on identifying

whether downed wires were dead or alive. That first day we ended up spinning our wheels quite a bit. If we didn't know that it was safe to work in a particular area, we had to go somewhere else.

So we were in contact with Unitil. They gave us two people to deal with, a day person and a night person. At first they were trying to assist us over the phone. We would phone in some street names and ask, you know, "Is it safe to work on this street?" But that didn't really work. Plus we were giving them a lot of phone calls. The people we were dealing with were often in the Unitil war room doing other things, so it was difficult to get through.

Also, Unitil came to realize that even if a street were out of power, there were people who were starting to hook up generators and lines that we thought were dead might have some power flowing through them because of the generators backfeeding into the system somehow.

They also requested that we try to email them streets so that they could give us a hand that way. But that system wasn't working. So finally, on the night of December 12th, we jointly realized

that we just need somebody out there, a spotter, to physically prove out whether wires were dead or alive. Once that happened, the situation started to improve, though we did lose a lot of time that first day in getting streets cleared. It took us a while to get the system up and running. But as time went on, you know, we got it down to, you know, a good procedure and we were able to get our job done.

We didn't have any problem with the people that we were working with from Unitil. They were all competent and cooperative. It's just that there weren't enough of them. They were severely shorthanded, we thought.

- Q. And that chronology is set forth in your direct testimony; is that correct?
 - A. [LAAKSO] Yes.

MR. STETSON: The City of Fitchburg witnesses are available for cross-examination as a panel.

MS. KOEPNICK: Thank you. Does the company have any cross-examination?

- MS. PURCELL: No, thank you.
- MS. KOEPNICK: Counsel for Lunenberg?
- MR. BOWEN: Just a handful.

MS. KOEPNICK: Please continue.

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MR. BOWEN: Thank you.

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CROSS-FXAMINATION

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BY MR. BOWEN:

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Q. Sergeant, in reviewing Page 3 of your statement, you stated that Unitil was ineffective due to a lack of communication and coordination. Do any particular examples of that come to mind?

Α. [FOSSA] Well, a lot of it, counsel, hinges on the communication, of course. In order for us to coordinate, we would need to know what each other is In this particular case, that was significantly hampered by the lack of representation in the emergency operations center, in my opinion.

Beyond that, overall, general efforts were hampered significantly by communication lines being down. That was even further complicated by this IVR system, which Unitil representatives continued to refer even emergency personnel to for the folks that were calling in for updates. mayor, at the time acting as the chief information officer, was being given information as well that was not necessarily accurate or usable.

0. Sergeant, I noticed on the last page of your statement you used some I would call it fairly strong language. You concluded that Unitil was either deceptive or just unknowledgeable concerning the number of people that they had in the field for assessment and repair. When I see the word "deceptive," that always catches my eye. Can you tell us what leads you to that particular strong conclusion?

A. [FOSSA] Having had experience and speaking with Unitil representatives over the many years, whether it's casually or officially, it was mind-boggling to me how a company that we know is fairly intimate and small didn't have accurate information. I mean, at some point someone would have had some information. So the assessment that I made, and I stand by that statement, was either they didn't know through their own ignorance or were certainly maybe being deceptive.

Q. Thank you.

Commissioner, on Page 4 of your report you state that Unitil's support was inadequate and they couldn't tell you which wires were live or not. How long into the event did that situation continue to prevail?

A. [LAAKSO] The first day was the worst, because we didn't really have a system down, we didn't have anybody out there to assist us at all until that evening. Then the next day they did assign somebody to us, but then he disappeared early in the afternoon. He told us the next day I think he had to go up to Ashby and do similar work up there. So we had to make a few phone calls to try to get people replaced as they left.

Q. How often were you making those calls to get replacements?

A. [LAAKSO] Well, when we needed one -- I mean, we'd keep calling until we found somebody in a responsible position who could get somebody assigned. At one point, near the end of the first day, our state representative happened to call me asking why a street, which was a main street, still was not cleared. I had to explain that we were waiting on information from Unitil as to whether it was safe to even work in that street. So he ended up calling somebody from Unitil himself so that we could get some assistance. Within ten minutes after he called I got a call from Unitil saying that we would have somebody helping us out.

So it started off very inadequate and then, as time went on, it got better.

- Q. I noticed in your statement that you were having communications directly with people in the Unitil war room; is that correct?
- A. [LAAKSO] I don't think we were speaking directly to people in the war room. The problem was that the people we were trying to reach were tied up in meetings in the war rooms. So I don't know if when I was speaking to them they were actually in the war-room or if they had come out for a breath of fresh air or whatever.
- Q. You mentioned in your statement a couple of names, Chris Dube and Mark Frappier. What were your dealings with them?
- A. [LAAKSO] Those were the contacts that we were given who could help provide assistance to us for proving out dead or live wires.
- Q. And how would you categorize the quality of that assistance?
- A. [LAAKSO] When they were able to help us, it was fine. They were tied up in the war room quite often, or they were working long shifts, so at times they weren't available because they had to go

home and get some rest. When we were able to get ahold of them, they did their best to help us out. It's just that they were shorthanded, so they didn't always have people available to provide us with assistance.

- Q. It's kind of like looking at the weather: When it's a sunny day, the sun is out. So I guess what I'm asking you is, by comparison, how often was the sun out? How often were they able to help you throughout the course of the event?
- A. [LAAKSO] Well, again, at the beginning it was difficult. Then once we had somebody assigned and they would stay the whole day, then we were all set. So the first two or three days were really difficult, and then after that, you know, things improved.
- Q. At what point during the course of the event did they improve to the point where you thought it was satisfactory?
- A. [LAAKSO] Oh, if I had to guess, it would be maybe three or four days in. But there would still be incidents where there was -- even a week into it there might be difficulties, where nobody was available and there was, you know, a problem

- 1 | with a downed wire that we had to get proved out.
- Once things got better, they weren't perfect; there
- 3 | would still be bumps along the road.
- 4 MR. BOWEN: Thank you. I have nothing
- 5 further.

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6 MS. KOEPNICK: We'll continue with 7 questions from the Bench.

BENCH EXAMINATION

- 9 BY MS. KOEPNICK:
 - Q. I'll just begin, if I can, to follow up.

 You said it was Mr. Dube and Mr. Frappier who were assigned to you to help you determine whether downed wires were live or not. Is that correct,
- 14 | Commissioner?
- A. [LAAKSO] Yes. I mean, they didn't do it personally. They found the people who could do that for us.
 - Q. I see. Were you given their names on December 12th, when you contacted Unitil?
 - A. [LAAKSO] Yes.
 - Q. As I think you said in your testimony, you tried to hammer out the issues with live wires over the phone initially?
- 24 A. [LAAKSO] We tried that at first on the

12th.

- Q. And it wasn't Mr. Dube or Mr. Frappier that you were speaking to, though?
- A. [LAAKSO] I think it was on those days, on that first day. We also had the name of Peggy Vanhillo and Wilma Foster that we were given as contacts, but they weren't able to help us out.
 - Q. How were you given their names as contacts?
- A. [LAAKSO] Somebody at Unitil gave us those names. I don't remember who it was.
- Q. Were you given their names specifically for downed wires or just general questions that you might have from the company?
- A. [LAAKSO] I mean, the only issue that I was dealing with was downed wires, to get the streets cleared.
- Q. And when you said in the first two or three days it was difficult, can you explain that a little bit more? Do you mean it was difficult getting through to the company? Can you just elaborate a little bit on that?
- A. [LAAKSO] Both Mark Frappier and Chris Dube were busy with all kind of other issues to deal with, so it was at times difficult to get through to

them personally. Then once we did get somebody out in the field to help us out, it would have been good if we had the same person all the time. But the first person -- Ryan Courtemanche, was his name -he was there to help us out for a little more than half a day, and then he just disappeared. We didn't know where he was. It took us a while to get a replacement. Then the next day somebody named Johnny, we called him Johnny Unitil, because we 10 didn't have his last name -- so he helped out for a while.

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The other issue was, we were working 24 hours a day to get the streets cleared, but they couldn't help us 24 hours a day. So after 11:00 o'clock until maybe 6:00 or 7:00 the next morning we were on our own. So we just had to be careful where we worked at that time.

- I'll continue with a few other questions, since I'm speaking. Mr. Roy, you said on Friday you contacted Unitil to let them know that the Town -or the City, I'm sorry, had initiated its emergency operations center.
 - Α. That's right. [ROY]
 - 0. And you think you might have spoken to

Mr. Frappier, but you're not sure.

A. [ROY] Yes.

- Q. What was Mr. Frappier, the company's response -- or what information did they provide you during that phone call?
- A. [ROY] They basically told us that they knew the situation, that they were working diligently to get power restored, that they had a lot of issues, and that someone would respond as soon as possible.
- Q. Did they provide you a private number by which you could reach the Unitil EOC?
- A. [ROY] Yes. I don't know if it goes to the EOC. We typically have an emergency number that's for fire department, police department used to contact them.
 - Q. When did they provide that?
- A. [ROY] That's provided before the incident even began.
 - Q. Did you try to use that?
- A. [ROY] We did. Our dispatchers used it frequently. Within a short time the response was, "We'll take the address of the situation, the wire down, and we'll put it on the list."

Q.

A. [ROY] The 13th, and I believe it was the

clarify? Would that have been the 13th?

When you say Saturday afternoon, can you

Q. Did that number change at some point during the course of the storm?

A. [ROY] Yeah, at some point Mr. Gantz informed us at our daily briefings that the number may have been compromised and they were getting a lot of phone calls from outside emergency services and they changed that and provided us with a new number.

- Q. Can you tell me more about these daily briefings? What daily briefings would you get?
- A. [ROY] The daily briefings that we had was initiated by the City, in our EOC, and they were held three times a day, where all our managers and people running the different segments of the operation would meet, including Unitil. As I stated, Mr. Gantz started attending the meeting on Saturday afternoon, I believe, and it was either him or one of his reps -- sometimes it was Cindy Carroll or Mark Frappier -- that we would raise these issues of what we were up against and what we needed from them.

afternoon session. I think Mr. Gantz showed up after a call from the mayor, but I'm not sure of that.

- Q. So from the 13th on somebody from Unitil would attend these daily conferences?
- A. [ROY] I can't tell you if they attended 100 percent. I think they attended at least one a day, to my recollection. And then, as I said, we got embedded people probably Tuesday or Wednesday, where they were there -- I think it was Tuesday we got somebody during the day but they left at 11:00 at night, and then Wednesday they started staying around the clock.
- Q. Did you receive PSAs in addition to having this contact with -- during the daily conference --
- A. [ROY] Yeah, traditionally, on any weather situation we get email and fax. I think it's from Stephanie Schumer, I believe, is the person who sends those out to us. We get those normally as part of the normal emergency response plan.
- Q. To what extent were those PSAs helpful to you in formulating your response?
- A. [ROY] Well, when we first got them, the first couple of days, we thought they were helpful.

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But it turned out the restoration projection dates and the amount of crews working and the work that was being anticipated to be accomplished was not. So I guess they turned out not to be very helpful at all.

- 0. Was the information that was relayed to you by the company during these daily conferences consistent with the information in those PSAs, to the best of your recollection?
- Α. [ROY] Yeah, I think the information Mr. Gantz -- the projections of when substantial completion and substantial major circuits were going to go up were pretty much -- they were putting out in writing is what we were hearing at the briefings. BY MR. PERLMUTTER:
- Good afternoon. I'm going to ask a couple 0. of questions about the type of planning and preparation the City does for this type of storm. Does the City have an annual planning exercise for a storm of this magnitude?
- Α. [ROY] We actually have our comprehensive emergency management response plan, that is a very comprehensive plan for all types of disasters. Deputy Spano keeps that plan up to date. We have

exercised with disasters as far as biohazard and those type of -- the drills in disasters.

In particular, this type of an event, no, we hadn't drilled on it. But the situation is the same for our emergency response plan. It's just that this one here involved a lot more agencies. It actually went to the State level and then to the Federal level. So there was a lot more to this.

In regards to Unitil's preparation, we do attend the annual meeting they have. However, many of the things that we talked about, like having an embedded person in our EOC, didn't happen. Having crews identifying hot wires or mitigating that situation did not happen. And then the call volume, that really should have been going to Unitil, because people were getting -- I think their calls went to busy signals to dead lines to nothing. There was nothing. It was overwhelming to us. So we ended up taking a lot of the calls that should have been the responsibility of their call center.

- Q. Does Unitil participate, or did they participate, have they participated, in your comprehensive emergency planning?
 - A. [ROY] I think they did up until 2004, but

we hadn't seen them at those meetings after that.

Q.

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City's preparation for such a storm and Unitil's preparation for such a storm may not be on an even level?

A. [ROY] Prior to this event and after 1996,

And were any of you concerned that the

which both myself and Deputy Spano were in our positions in '96, the plan had come out, we had reviewed it and updated it a couple of times, most recently in 2003. The reports during severe-weather situations came to us regularly. In the past, when we've had severe thunderstorms and the like, we have had a Unitil manager show up at our fire station and direct crews to where we need them and get radio communications on what circuits are up. That didn't happen. So it was kind of surprising to us that some of those things didn't fall in place.

- Q. During this recent storm.
- A. [ROY] During the recent storm, yes.
- Q. And did any of you attend the most recent annual planning meeting that Unitil held for municipal officials?
- A. [ROY] The one in November was attended by two of my deputy chiefs.

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Q. And did they report back to you about any deficiencies they may have seen?

A. [ROY] No, at that time the major issue was a gas issue in the Town of Lunenberg, where they were going to redo a gas plant that's on the Fitchburg line. However, traditionally at those meetings Chris Dube and Chris LeBlanc -- the discussion was more on us needing emergency help quickly when there is a wire on a car or a wire in a house fire that's come down on our trucks and getting response quickly, to have someone mitigate that for us.

Q. And I know that one of you, maybe all of you, testified this was a significant event, possibly one of the most significant events in recent memory?

A. [ROY] Absolutely. I think by about 4:00
a.m. I got out on the street because of some
incidents. We didn't have enough trucks to respond.
I'd describe it as the film you saw from Iraq in the
initial Desert Storm. It was just flashing
explosions, loud humming, and basically unable to
get anywhere in the city. It was a pretty
significant event. As I think someone else

testified, it was worse than the blizzard of '78. Ithink it became more frustrating because people could get out and around as the days went on, but they didn't have power, and that was a major problem. And the medical issues that it brought for our elderly population were immense.

- Q. And the City runs its restoration -- or its response efforts through the EOC?
 - A. [ROY] That's correct.

- Q. And how many people are at the EOC?
- A. [ROY] For the meetings, the daily briefings, there was a number of people, including our state senator and our state rep. Traditionally, I think it's fire, police, DPW, board of health, hospitals, schools. I'd say a dozen usually would be the standard -- a finance person. We had a person from our finance team. I'd say a dozen people traditionally.
- Q. And the idea is that you are sending out crews, fire crews, DPW crews, police crews, and you're hearing from them about the needs in the city, that then you coordinate a response.
- A. [ROY] That's correct. And the filtration of calls came -- if they came through the 911 they

go to police and they get kicked to fire
dispatchers. At times we had four or five
dispatchers working on our side fielding calls. If
it was a straight power call, they'd refer them to
Unitil. If it was a situation that they felt needed
to be addressed, they'd kick it downstairs to one of
our five phone lines in our EOC.

- Q. And in the early stages, I would suggest that the main service or function that Unitil could provide to the City is information on wires down.

 Is that accurate?
 - A. [ROY] Yes.

- Q. And I say that because I think, because of the magnitude of the storm, everyone realized restoration likely would take more than one day.
 - A. [ROY] Right.
- Q. So with wire-down calls, again, somebody from one of your crews would call in, or a customer or a resident would call in with a wire-down situation, and you would attempt to contact Fitchburg to find out -- contact Unitil, because you're Fitchburg, to find out if that wire down was live or dead?
 - A. [ROY] That's correct. If it was a wire-

down call with no arc, no smoking, no jumping, we would refer that to Unitil. If any of those scenarios took place, we would dispatch an emergency vehicle with a hot stick, to make sure the situation was safe.

Q. I'm sorry, help me again. When would you refer to Unitil --

A. [ROY] If it was just a report of a wire down, not smoking, not arcing, not jumping, not on vehicles or on a house, then that call would be referred -- because we just didn't have enough emergency response vehicles to respond to every wire-down call. There was a tremendous amount. So if we felt that it was an emergency situation, needed to be addressed, one of our units was addressed with a hot stick, determined what was needed, and then they would call back and we'd use the emergency line to Unitil to try to get someone there.

We actually had a case where our tower ladder was energized by a down wire and it took us almost 40 minutes to get someone there. The crew had to remain in the truck to get that wire off the truck so that the truck could proceed on to more

1 calls.

- Q. Just to use that as an example: So it took
 40 minutes because of the damage in the city or
 because of --
- A. [ROY] From the time that we called to get a Unitil rep to the scene, it took approximately 40 minutes to get someone there. They cut the wire, and then we were able to move on to the next call.
- Q. So is it fair to say you were requesting maybe two types of services from Unitil: one, these nonemergency, just to find out if it was live.
 - A. [ROY] Yes.
- Q. And then the emergency, for them to send out someone to resolve the situation?
 - A. [ROY] That's correct.
- Q. So let's deal with the nonemergencies first. You would call in with typically a street number?
 - A. [ROY] That's correct.
- Q. A street name, sorry.
 - A. [ROY] Yes.
- Q. I know we've gone through this before, but how quickly would they get back to you? Would it be for some street names 24 hours before you'd hear

back from Fitchburg?

- A. [ROY] I couldn't answer that question directly, because that was being done by our dispatchers in the alarm room. Those calls didn't get down to us in the EOC. In hindsight, asking our dispatchers what happened, the basic response was, "We'll put them on the list." How long it was that someone showed up, I can't answer that.
- Q. But your impression was the response time was not satisfactory?
- A. [ROY] There were days in the EOC that we received calls back from the same people, actually some of our people got to know some of our residents on a first-name basis that were still calling back about the same situations.
- Q. How about Unitil's response to emergency situations, where you perceived public safety was at risk?
- A. [ROY] That would be tough to judge.

 Obviously no one was killed, so -- or seriously injured, so I think that is a plus from the City's side. But how quickly every single incident was handled, I really can't tell you. I couldn't answer that. I know that it was -- that 90 percent of the

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calls coming in were the same wire down, transformer smoking, wire on a branch that's arcing, those type of calls, for days.

- And are you aware that Unitil maintains a Q. list of life-support customers, meaning customers that, if they lose electricity, their health and well-being could be affected?
- Α. [ROY] We are aware of that through their emergency response plan. We are aware that they had that.
- And do you know in the City who those 0. customers are?
 - Α. [ROY] We do not.
- 0. Were you aware whether Unitil contacted those customers?
- [ROY] I am not aware -- I know that many Α. of -- many people with medical problems contacted us. I am not aware whether Unitil contacted them or not.
- 0. And you testified before that you were proactive in trying to identify those customers or at a minimum respond in a timely manner if you heard from them?
- [ROY] That's correct. It was mostly PD, 24 Α.

police, but also in the days following we actually sent the National Guard out to areas that had been out for 11, 12 days and went door to door with

notifications to make sure people were okay.

- Q. And for how long, how many days did the wires-down issue remain a problem? Can it --
- A. [ROY] I got a call at 7:00 a.m. on Christmas morning that someone was still having a power outage. So it went on for days. I think that the major issue went on probably until the weekend of the 20th, 21st, when we were told National Grid had come in and done an assessment and that they now had a plan to move forward. So I'd say it was still a severe situation around the 21st, 22nd.
- Q. And is it your impression that Unitil responded inadequately all that time to wire-down requests from you?
- A. [ROY] No, as the week went on, Wednesday, the 17th, 18th, it got better.
- Q. So for the first week, maybe the characterization is not acceptable, and after that --
- A. [ROY] I think it went in waves. It went from the emergency type was probably three or four

days it got better, but then just the wire-down calls went on for a week or so.

- Q. And getting to the damage-assessment and restoration part: Just based on your visual observations -- and this goes to all of you -- would you say that Unitil just did not have enough crews in the City of Fitchburg to deal with this issue?
- A. [ROY] It appears that -- I think early on, on the first Saturday and Sunday, Mr. Gantz informed us that they were doing a study and survey of the damage, starting with the primaries, which were in the woods, and lines coming into the City, and this they were going to move forward. Obviously that was redone by National Grid later that week, Thursday, Friday, and Saturday.

I agree, the Unitil trucks were not visible in the city. Saturday night, Sunday, we started seeing out-of-town crews showing up, but it obviously appeared there was not enough, and the game plan and assessment of damage was not adequate. BY MR. NELSON:

Q. At what point did the wires and the trees start to lose their ice? Because I know there were several days there that were very cold and

1 additional snow.

- A. [ROY] I know that Monday was a real warm day and everything melted. But prior to that, I don't think much melted during Friday, Saturday, and sun Kay. Obviously, when the sun was out on sunny days, we were kind of in a bunker, so we didn't get a good look at it. But I know for sure on Monday everything melted. That was the warm day. It got warm, into the 50s.
 - Q. And that would have been which Monday?
- A. [ROY] That's Monday following the storm, which would have been the 15th, I believe.
- BY MS. EVANS:
- Q. You talked about getting wires-down calls still into the Christmas week?
- A. [ROY] That was power-outage calls, which I can tell you, in my case, it was my neighbor, that the wire was still down. There was no power to the house.
- Q. Do you have any situations where there are still wires down, still damage left in the City of Fitchburg at this point in time?
- A. [ROY] Not some -- we were sent an email from Unitil asking to notify them of any type of

situations, because there were transformers laying on the ground and broken poles. To my knowledge, they've been picked up. I don't know if you guys can add to that more.

A. [LAAKSO] We have our sidewalk sweepers out in the city, trying to sweep up the sand from the winter, and they still get wrapped up in wires occasionally. I'm not sure if they're Unitil's or Verizon's or Comcast's. But there's still wires here and there.

A. [ROY] I think there's an issue right now in the city that they're installing fiber, and Verizon has wires to attach the poles down low that they come and plug into with their trucks every day. I know we've gotten a few calls of those that thought this was wires down. It's not. It's part of installation of fiber in the city.

A. [FOSSA] There are still branches in wires.

At Pine and Forest Street this morning there's still one hanging from a wire. It's very obvious and very prevalent. It's been reported, so --

- Q. That was my question. When you encounter something, do you report it still?
- A. [ROY] Absolutely.

1	MS. KOEPNICK: Does the Attorney General
2	have any redirect?
3	MR. STETSON: No, we do not.
4	MS. KOEPNICK: I think this would be a
5	good time to break for lunch, one hour. So please
6	be back here at 1:20 to continue.
7	(Recess for Lunch.)
8	MS. KOEPNICK: Let's go back on the
9	record. We're continuing with the examination of
10	the Attorney General's remaining witnesses.
11	Ms. Barbara Alexander. Counsel for the company,
12	would you make an additional appearance?
13	MR. GOULET: Robert Goulet, on behalf of
14	Fitchburg Gas and Electric.
15	MS. KOEPNICK: And is the Attorney
16	General ready to proceed?
17	MS. MERRICK: Yes, we are.
18	BARBARA R. ALEXANDER, Sworn
19	DIRECT EXAMINATION
20	BY MS. MERRICK:
21	Q. Ms. Alexander, could you please state your
22	full name and title for the record.
23	A. [MEISSNER] My name is Barbara R.
24	Alexander. I use the business title of consumer

1 affairs consultant.

- Q. Could you please state your business address as well.
- A. It is 83 Wedgewood Drive in Winthrop, Maine 04364.
- Q. You are on behalf of the Attorney General sponsoring prefiled direct testimony and rebuttal testimony as well as responses to data requests from Unitil today; is that correct?
 - A. Yes, that is correct.
- Q. Specifically, you are sponsoring -- I'm going to hand this to you -- Exhibit AG-1, which is entitled Direct Testimony of Barbara Alexander, and Exhibit AG-6, which is Rebuttal Testimony of Barbara Alexander. Is that correct?
 - A. Yes.
 - Q. I'm handing these to you now.
- A. I will make sure they are the ones that I also have in front of me.

Yes.

- Q. And was this testimony prepared by you?
- A. Yes, it was.
- Q. Do you have any additions or corrections to make to your prefiled testimony or your data

1 responses?

- A. No.
 - Q. And if I were to ask you these same questions today, would your answers be the same?
 - A. Yes, they would.
 - Q. Do you adopt your testimony and the data responses as your sworn testimony in this proceeding?
 - A. Yes, I do.
 - Q. Could you provide us with a brief summary of your credentials which qualify you to present such a critique and which supports your testimony.
 - A. Yes. As reflected in the materials attached to my testimony, I was the director of the Consumer Assistance Division at the Maine Public Utilities Commission for ten years, from 1986 to 1996. That office at the Maine PUC was responsible for handling contacts with customers about any aspect of their utility services. Consumer-protection issues, Iow-income programs, implementation of consumer-oriented educational programs, were all within the bailiwick of the division that I supervised.

I left the Maine PUC in 1996 and opened

my own consulting practice, and I have been a consultant to public advocates, state commissions, and national and state consumer organizations since that time. I have specifically been involved in the review of the customer side of the investigations concerning major storm restoration investigations at the Washington commission, on behalf of the Public Counsel there, and in New Jersey, on behalf of the ratepayer advocate in that state.

- Q. What is the subject matter of your testimony?
- A. My testimony was -- the direct testimony was submitted in May, and that was done prior to the company, Unitil, submitting its own self-assessment report. So at that time we were looking at its filing of February and the public hearings and the data requests and responses that the company had submitted in response to DPU and AG requests for further information.

And so my testimony was a preliminary review of the company's activities in its restoration, concentrating on a high-level area, on a couple of specific issues, and Dr. Brown will address others in his testimony. So my testimony

was not intended to be a complete statement of the views.

But I looked at comparing the company's best practice in light of best practices that had been identified in many other states and in many other reviews of major storm activities similar to the one at issue here.

And I looked at its internal outagemanagement planning -- in other words, did it have
the systems in place to properly track and respond
to outages; its communications with local officials
and the customers and the public; the operation of
its call center; and certain high-level comments
with respect to the adequacy and implementation of
the emergency response plan, the ERP. And all of
those issues are outlined in my testimony.

- Q. Do you have any response to the company's surrebuttal testimony, Exhibit FGE-4, and the statements directed at your testimony?
- A. I do. And to go back to the summary of the testimony that I provided: I had intended to document for the Department our public-interest view of what had occurred and how the company had managed what was a very terrible storm and a lot of very

significant damage to its distribution system. So my direct testimony took a look at that on a preliminary basis.

The company then filed this selfassessment report, the one submitted by Mr. Yardley,
and submitted testimony with that, also submitted
testimony in response to our direct testimony. And
I responded to that on April 24th.

It is at that point that I raised what I think is the theme that I would like to emphasize in my testimony, which is: The company has failed to provide the Department with an actual implementation plan and responded to what I think are the regulatory needs of the Department. And all of their response to my testimony and that of Dr. Brown's is basically talk about this statement and that statement and this concern with this fact and this concern with that fact; but the bottom line is that every single one of the defects that we've identified have also been replicated in their own self-assessment reports, in different words, different twists, different tones, but the point is, we've all identified "the problems," quote-unquote.

And the question now is, and what I

expected the company to do, and what it has failed to do in any testimonial presentation to this Department, is respond with what exactly they're going to do to fix it, when it will be fixed, what it will cost, and how this Department can regulate that process, how you can track it, how you can enforce it and monitor it.

I am hopeful, and I've outlined exactly what I think needs to be done, and I did that in my direct testimony. The company has never responded, ever, to those recommendations. And that is what I think is the main concern that I have is with their rebuttal, all of their testimony that's been filed to date.

Now, there is a document that was the subject of some cross-examination yesterday, that was never put into the record by them as a testimonial response to any of our recommendations, AG-5-127. But the point is, we had to ask them to prepare a document to respond to what seemed to be the very obvious next step that I assumed that Unitil would focus on in the implementation of this proceeding once we all agreed that there were problems, that they do need to be fixed, and that

they have a process in place to respond to these recommendations.

So that's my major response to the company's rebuttal that they filed on May 1 that I wanted to bring to your attention at this point.

MS. MERRICK: Ms. Alexander is now ready to respond to any questions from the company or the Bench or the intervenors that are present.

MS. KOEPNICK: We'll continue with the company's cross-examination, if you're ready to proceed.

MS. PURCELL: Mr. Goulet will be asking questions.

CROSS-FXAMINATION

BY MR. GOULET:

- Q. Ms. Alexander, when you say that the company failed to take any steps to respond to the inquiries of the Department --
- A. That isn't what I said.
- Q. -- are you aware that the company has filed a self-assessment report?
 - A. Yes. You've misquoted me. I know you responded to the Department's request for filing reports. My statement was you had failed to respond

to the Attorney General's and my recommendations for how the Department ought to next proceed to supervise the implementation of those recommendations.

- Q. Isn't this hearing part of that process?
- A. The hearing is to evaluate what Unitil did do and I presume what it will do. And so our recommendations about what the Department should do have not been met by the company with any management commitment and oversight and specific fact-based recommendations for what will happen next. And that was the source of my criticism.
- Q. And would you agree with me, though, that this hearing is in and of itself part of that process that you suggested?
- A. I don't think that the hearing should seek that information from the company. I would have expected the company to come forward with it in its testimony, sponsored by the managers of the company.
- Q. Have you ever appeared before the Massachusetts DPU before?
 - A. Not to my knowledge.
 - Q. Are you familiar with this hearing process?
 - A. Yes, I am.

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Q. But as far as you know, you've never participated in this type of process before?

A. I've participated in this type of process many, many times before. I have not been before the Massachusetts Department before.

- Q. Thank you. And you said that your business title, I think is what you said, is consumer affairs consultant.
 - A. Yes.
 - Q. What do you mean by that?
- A. I gave myself that title to reflect the kind of work that I focus on. I typically address issues relating to customers, retail customers, residential customers in the field of utility regulation.
- Q. As part of that process, are you evaluating the operations of utilities?
 - A. I am typically not what --

I have not evaluated financial operations of a utility. I have typically evaluated consumer programs, low-income and consumer education, the service qualities of utilities, in terms of the major metrics that this Department and other commissions use, the construction of those

the, metrics, implementation of those metrics,
 consumer-protection regulations, and regulatory
 oversight of all of those issues.

- Q. Have you ever appeared in a proceeding on behalf of a utility company?
 - A. No.
- Q. Have you ever been retained by a utility company to evaluate its distribution system?
 - A. No.
 - Q. Or its transmission system?
- 11 A. No.

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- 12 Q. Or its telecommunications system?
- 13 A. No.
 - Q. And what about its outage-management system?
 - A. No.
 - Q. So you're not holding yourself out as a technical expert here today.
 - A. In the sense of designing an outagemanagement system, I would agree. I am not technically qualified to design such a system or to evaluate the operations of the poles and wires in the system; that's correct, sir.
- 24 Q. And when you say you're not technically

qualified, how is it that you are qualified?

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I am qualified as to how a utility commission regulates those activities of a public utility.

- 0. And are you an attorney in Maine?
- I am. Α.
- Q. Do you represent any clients in a legal capaci ty?
- Α. No, I do not. I am a graduate of law school. I passed the Maine bar. I am currently inactive in the Maine bar. I do not have clients, as that term is defined in the law system.
- And you're not here today to give a legal Q. opinion to the Department, are you?
- I have attorney qualifications that allow me to make statements that are sometimes typical of those that lawyers make, but I am not here as a legal witness. I'm here as a consultant to the Department on the broad scope of this investigation.
- 0. And when you said you did a high-level analysis, what did you mean by that?
- By that I meant I did not have the advantage that Mr. Yardley did of being able to actually interact with the management of the

company, in terms of meetings, access to all of the company's inner workings, and basically able to probably -- in fact, I know from data responses, put more resources into the level of detail that he was able to achieve in his evaluation. That was not possible to do in the time we had available.

- Q. So you didn't interview any witnesses of the company?
 - A. No, I did not.
- Q. And as part of this evaluation that you conducted, did you also conduct evaluations of the other utilities that were impacted by the storm?
- A. I reviewed all their filings, and as you know from my testimony, I made reference to a number of areas in which they'd done things differently from Unitil. To that extent, I am familiar with those filings. But there has not been any significant level of discovery conducted because there's no procedural schedule that's been set to look at those documents in that way.
- Q. And so what would you consider your level of review of those other companies?
- A. I read their reports that they submitted in February and the attachments to those reports, and I

monitored the ongoing data requests and responses with regard to those companies in this proceeding.

- Q. And were you able to interview any witnesses of those other companies?
 - A. No, I did not.
- Q. So when you conducted your review, did you have any ability to investigate or verify the accuracy of the reports submitted by the other utilities in this hearing?
- A. No, in the sense that I took their reports and I looked at the data responses that have looked at some aspects of those reports. And that is the level of familiarity that I was able to obtain in the three or four weeks I had available to do that.
- Q. And did you accept at face value, essentially, whatever those reports said?
 - A. Yes. I had no reason not to.
- Q. And do you accept at face value what Mr. Yardley's report says?
- A. I did not review his report in the level of detail to tell you that I agree with every statement or every finding or every recommendation. But I reviewed the report from the perspective of did he look at the issues that I would have expected him to

look at. The answer was yes. Did he focus on investigating the relevant matters that had to do with the Department's investigation in the first place and the testimony that you had heard from the citizens? And the answer to that was yes. And did he make recommendations that addressed all the key areas of concern? And the answer to that was yes.

- Q. But I guess what I'm asking: In comparison to the other reports of the other utilities that were submitted -- National Grid, NSTAR, Western Massachusetts Electric -- you accepted those reports at face value. Correct?
- A. There was no other way to review them.

 Yes. I made use of them for comparison purposes, as noted in my testimony.
- Q. But you didn't address what their practices were and evaluate them critically, as you did Unitil's practices.
 - A. I was not asked to do that.
 - Q. And therefore you didn't do it.
 - A. And therefore I did not do it.
- Q. So the focus of your testimony and your investigation was on Unitil's response to this storm.

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- A. Yes, because that is the proceeding that we were asked to submit testimony on. So, of course, that is what my focus was.
- Q. And you also looked at reports from other jurisdictions related to storms that occurred and damage to utilities?
- A. Yes. I had reviewed those for other proceedings and made use of them in this proceeding as well, yes.
- Q. And when you reviewed those reports, were you able to interview any of the employees or witnesses from those companies?
- A. No, but I reviewed the commissions' response to those reports and the orders that had been issued in response to them, yes.
- Q. At that time were you able to speak to those commissions about their findings?
- A. Well, I spoke directly to the Washington commission about the findings of the report that was the subject of litigation in that state, involving Puget Sound Energy. I did testify on that matter directly, yes. But on the other ones I cited, no, I was not involved in any personal way in those proceedings.

Q. Could you explain to me how your review of Unitil's practices was more detailed than your review of the other utilities in Massachusetts?

A. Yes. When this proceeding was initiated, it was directed to an evaluation of Unitil's practices. And so the Attorney General, I in particular, and the AG and others then developed very detailed data requests with respect to many aspects of the February 23rd report, and there were two public hearings, that if they have been held with respect to the other utilities I was not aware of them.

But in any case, my work in this proceeding was focused on all of the material that I identified in my testimony that I reviewed for this proceeding.

- Q. Can you tell me, in your report, you use a phrase "best practices." Can you tell me where you obtained the terminology "best practices"?
- A. I identified for you in my data response on that exact question that that phrase and that approach and the identification of the best practices that I relied on were contained in the report prepared by KEMA to the Washington commission

- on the Puget Sound Energy storm in late 2006, I believe.
 - Q. And what is KEMA?

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- A. It's a consulting firm.
- Q. So this is a report they were actually submitting to the commission; correct?
 - A. That's correct.
- Q. It wasn't a report being generated by the commission.
- A. That is correct.
- 11 Q. And it was a report of the company, Puget 12 Sound Energy?
 - A. It was an evaluation quite similar in the intent as Mr. Yardley conducted for you.
 - Q. If you wouldn't mind turning to that report, the KEMA report that you referenced.
 - A. Well, I don't have it in front of me. It's going to be given to me here.

THE WITNESS: It was submitted in

- MS. KOEPNICK: Is this on the record?
- 21 response to a data request posed by the company to 22 me.
- MR. GOULET: I think it's FGE-AG-1,
- 24 Attachment 1.

MS. PURCELL: It's FGE-AG-1, Attachment
1.
THE WITNESS: I've got it now.

- Q. Would you mind turning to Page 10 of 106 at the top, or Page 2-1 at the bottom.
 - A. Yes.

- Q. There's a 2.1, Industry Practices. Do you see that there?
 - A. I do.
- Q. Is that where you got the term "best practices"?
- A. Well, this report is where the term "best practice" arose. There was a frequent use of that term in the Washington proceeding, to characterize this report and those recommendations.
- Q. And in this case, as you can see on that page, KEMA was identifying that they had created a model that was intended to incorporate these what you call best practices. Is that accurate?
- A. It says "a process that incorporates leading practices from the utility industry."
- Q. Does it also say, "This model is intended to provide the reader with a basic understanding of how storm restoration is typically managed in a

1	utility company"? Would you agree with that?
2	A. Yes. I mean, I don't question anything
3	we can quote from it all we want. The report speaks
4	for itself, yes.
5	Q. And it also says "and highlights the basic
6	flow of information, sequence of events in the field
7	in assessing damage, and the logistics of the
8	restoration process." Would you agree with that?
9	A. Yes, it does say that.
10	MS. EVANS: Can I jump in and ask a
11	question? The copy I have, that we had attached to
12	our discovery, the discovery responses, of the KEMA
13	report appears to be missing a significant number of
14	pages.
15	MS. PURCELL: This was provided to the
16	company in response to our data request to
17	MS. MERRICK: We provided it.
18	MS. EVANS: Was it intended to be the
19	full report?
20	THE WITNESS: Yes.
21	MS. MERRICK: It was, yes.
22	THE WITNESS: Do you have 106 pages?
23	MS. FVANS: I have pages missing in the

middle. I'm flipping through, and it's not

1 sequential. It's not sequentially numbered. 2 THE WITNESS: I think there's a --3 MR. STETSON: We have additional copies. 4 Maybe we could provide them to the Bench right now. 5 THE WITNESS: There may have been a 6 replication issue at your end. 7 Let's go off the record. MS. KOEPNICK: 8 (Discussion off the record.) 9 MS. KOEPNICK: We're back on the record, 10 having discussed a couple of missing pages in the 11 hard copies of some reports that have been provided 12 to the company and to the Department. We do have a 13 complete report in the record that was provided 14 through PDF to all the parties, and counsel has 15 indicated that they're prepared to continue with 16 their cross-examination. Counsel? 17 MR. GOULET: Thank you. 18 Q. Ms. Alexander, in your resume attached to 19 your direct testimony you indicate some bullet 20 points of your areas of expertise. And the last one of those bullet points refers to advanced metering 21 22 infrastructure costs and benefits and associated 23 time-based pricing proposals. Is that correct?

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Α.

Yes.

Q. Could you tell me what that means, essentially?

A. It means that I have published and testified with respect to some utility proposals for systemwide advanced metering, with regard to the costs and benefits associated with those proposals and the move to more time-based pricing for residential customers. I have a report that I've issued on that, and I've done testimony and comments on those issues.

- Q. And is that report listed in your resume?
- A. Yes, it is.
- Q. And in terms of your involvement in that process, was it from an operational or a functional side, of how to implement the AMI?

A. No, it was from a regulatory sense, as to whether the investment by the utility was an appropriate one for consumers to pay for and whether the justifications that had been submitted by the utility and the assumptions that it made about future benefits had any facts associated with them, or sufficient facts to justify a finding of net benefits for consumers.

Q. And did you review any information that is

1 not part of this record to prepare your direct
2 testimony?

- A. If I did, I tried to cite it in my testimony. There were various documents and citations in my testimony that provided you with the basis for almost every factual statement I make here. So if there's one that you're concerned about, I will attempt to focus on that.
- Q. I'm just trying to get an idea of what the scope of your review was.
 - A. Yes.

- Q. So if you've reviewed it, you've either cited it in your direct testimony or it is of record before the Department?
 - A. That is certainly my intent, yes, sir.
- Q. Thank you. Have you ever been involved in a damage assessment in the aftermath of a storm?
- A. No. I spoke perhaps too soon. Did you want to explain further the question?
- Q. I mean, have you actually been involved in a damage assessment for a utility in the aftermath of a storm?
- A. In the sense of walking the lines and doing the damage assessment that Unitil and National

Grid's folks did in this storm and that occurred in that two-week period? No, I have never done that.

I have suffered those damages in my own situation, but I have certainly never had any official capacity involved in it.

- Q. Were you able to differentiate during your review between the damage suffered by Unitil to their systems and the damage suffered by the other utilities to their systems?
- A. I certainly didn't compile any statistics, but there have been statistics on that issue compiled in this proceeding, and I think they're part of the record. I believe it is fair to say that as a percentage of the total system that suffered damages, the Unitil system certainly leads the pack with respect to the other Massachusetts utilities.
- Q. And how did you take into account the differing damage between the systems, to Unitil's systems and the other utilities'?
- A. I'm not sure I understand your question.

 In what way would it have been taken into account in my testimony? Is there something in my testimony that you want to ask me to --

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- Q. Did you take it into account?
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- Α. I wasn't looking at that issue.
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- You are looking at the damage to the 0. systems of Unitil?
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- Α. Well, note that I did not in my testimony
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- provide my opinion about how fast this service
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- should have been restored. That is not my testimony.
- Q. And that is not your expertise, either, is it?
- I have no -- I did not look at that. Α. No, it is not my expertise. I looked at the issues I looked at and compared how this significant damage was managed by the company. I assumed extensive damage, and I assumed that the facts about the nature of this damage were as the company said. I have no reason to question that.
- So the issue I looked at was how did this company manage this catastrophe to its system, and that is where we all got a consensus view that improvements could and should be made.
- And I think my question was: When you conducted your review, did you presume that the damage was the same to all the utilities' systems?

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- No, I did not presume that.
- Q. So you understood that there was a difference in the level of damage to Unitil's system as compared to the other utilities.
- As a percentage of the service territory Α. affected, yes. There were utilities with higher numbers of customers affected by this storm, but none of them, I think, had the service-territory percentage impact that Unitil suffered in its attempt to respond to this storm.
- And I'm not talking about the service 0. territory specifically. I'm talking about the actual damage to their transmission lines.
- MS. MERRICK: I'm going to object. think that Ms. Alexander has tried to be clear in answering your questions.
- I did not look at that issue. It was not necessary for me to do so in the context of what I was looking at. I start with the proposition it happened. The full scope of damages that the company described I knew. You had described that extent. I accepted it for what it was. I then looked at how was this damage managed for restoration, for communication, and what could be

done better in the future.

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Q. So in terms of your review of the level of damage as compared to Unitil for the other utilities, it was not something you considered in your review?

Α. I think I've answered that question three times.

- Well, I'm sorry. I don't think you have 0. answered the question. I just want to be clear: am asking you if you know the difference -- or took into consideration in your review -- let's phrase it like that -- the difference between the damage to Unitil's distribution lines and transmission lines as opposed to National Grid's transmission lines and distribution lines.
 - I was aware of those differences, yes, sir. Α.
 - 0. Did you factor them into your review?
 - They had nothing to do with my review. Α.
- 0. Can you tell me how an outage-management system would have resulted in Unitil more quickly restoring its system?
- I did not suggest that it would have resulted in a specific amount of time for quicker restoration. I did outline in my testimony what I

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turn to that, if that's okay with you.

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Q. Sure.

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starting on Line 1, and continuing through Line 2 on Page 11, described my view, which reflected the

My testimony on Page 10 of my direct,

thought it would have provided. And I'd like to

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benefits of an OMS, as has been documented by the

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KEMA report and other state-commission oversights

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concerning installation of OMS that I cited in my

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testimony. And so my description here was what I

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thought was lacking or the functionality of the OMS

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contributed to certain defects, all of which

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Mr. Yardley confirmed in his recommendation as well.

I have outlined that for you in a data

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Q. What's your understanding of the

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functionality of OMS?

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response, in my response to FGE-AG-6, in which I

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quoted from the KEMA report, I quoted from the

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District of Columbia Public Service Commission, I

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quoted from NSTAR's description of its OMS system.

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And I think that all of that combined is a

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comprehensive description of the functionality and

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benefits associated with an OMS system.

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Q. What I'm asking is what's your

understanding -- not what you've quoted to. But as you sit here today, could you describe to me how it is that in the aftermath of this storm an OMS system would have resulted in -- and in this instance.

We'll go to a quote. This is in your testimony. "The lack of an OMS contributed to Unitil's inability to handle the field data volume that this storm generated and translate that data into usable information."

- A. Right.
- Q. What does that mean?

A. That means that Unitil had to manually enter a lot of data about the extent of the storm damage. It did not integrate the real-time nature of the situation, both in the initial days and as restoration proceeded -- did not interact with any of the other key systems that it had: its work-force system, its customer-service system, and various GIS, graphical user interface, systems.

So that there was a lot of inability to see -- and I use that word in a very layman's sense -- quote-unquote, "see" -- the state of the system as the restoration process was underway.

Q. But that seems to me to be all operational.

That's the operational side of an OMS, is it not?

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A. It is operational, yes.

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Q. And that description you just gave me has to do with the operational side of OMS; correct?

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A. As contrasted with what?

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Q. The consumer side.

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A. Oh. Well, the consumer side is that, if all those systems are integrated and there is the

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ability to have a real-time view of damage-

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restoration progress, then the customer-service-

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center people have access to more accurate, timely,

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and data that is town-specific with respect to what

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is happening -- as opposed to Unitil's process,

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which was to tell its customer-service

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representatives that crews are working in the

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following 20 neighborhoods, as if that somehow told

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anybody anything about what exactly is happening

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with regard to restoration of service.

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Q. So let's be clear: Your analysis is that the OMS somehow would have changed that.

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A. Yes, it will.

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Q. No, would it have in this storm, is my question.

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A. Well, the recommendation for an OMS system

- is predicated on the system that it has that functionality and would have provided you with some advantages that you do not currently have.
 - Q. In this storm.

- A. In this storm, yes, sir.
- Q. But you're not able to, from an operational side, explain what those advantages would be.
 - A. I think I just did.
- Q. No, you explained them from a consumer's side.
- MR. STETSON: Objection. He's arguing with the witness. Are we going to ask questions here? These have been asked and answered, asked and answered. Now he's arguing with the witness.

MR. GOULET: I apologize.

- Q. I'm just trying to get some differentiation between your conclusion from a consumer-advocate point of view --
 - A. Yes.
- Q. -- and, inherent in that conclusion, an operational understanding of what the OMS could have done in this storm.
- A. That's correct, and I outlined the advantages of that and what might have happened

differently in my testimony. I documented the basis
for my statements by pointing you to other experts
in the field who also pointed to those advantages.

And I then, of course, make the point that

Mr. Yardley made the same recommendations for the
same reasons. Beyond that, I can't -- I'm not sure
what more you need from me on that topic.

Q. I thought you were evaluating the OMS from the point of view of this storm and looking forward to how it might work functionally in the future.

As far as the capability of the OMS after the storm to improve the consumer side of things, as you've suggested, how does the data come back to --

MR. STETSON: Could we ask a clarification? What do you mean by "after the storm"? Are you talking about in the restoration efforts?

- Q. In the restoration efforts after this storm, how would the data have been coming back to Unitil to improve that consumer interaction?
- A. What do you mean, how would the data have been coming back? I don't understand your question.
 - Q. With an OMS, this system, how would it be

that they would be retrieving this information that would then help them to assign crews and contact customers?

- A. Because there would have been a real-time picture of your entire distribution and transmission system, in which all of the status of all of the circuits and all of the key components of that system were reflected in real-time, without the need for any manual creation of that data. You would have known who was out, when restoration had occurred, at what location, and you would have then known to be able to tell people that "Here's the status of restoration in your community, here's what's been done, here's what remains to be done, and here is our time frame for doing it."
- Q. And in your recommendation of an OMS system, that's your understanding.
 - A. Yes, sir.

If I could just add to my answers. I have quoted from a report that Unitil submitted to the Commission in August 2008, on Footnote 7 in my testimony, about the advantages of OMS "to manage outage-related events in a more effective manner and contribute to reducing the outage restoration

1 process."

- Q. Was that, what you were quoting from -- I didn't hear the date. Was that before December 11th?
 - A. Yes, sir. It was in August of 2008.
 - Q. So it was before the storm.
 - A. Yes, sir.
 - Q. On Page 16 of your direct prefiled testimony.
 - A. Yes, I'm there.
 - Q. At the top, Line 2, starting on Line 2, your testimony says, quote, "In fact, there was no significant systemwide restoration progress until December 20th to 22nd, when the additional crews and supervisory support arrived from National Grid." Do you see that?
 - A. Yes, I do.
 - Q. What did you base that statement on?
 - A. Looking back at it now, I think it's a bit of an overstatement. You asked me some questions about this statement in data requests, and I responded.
 - And it is true and correct, and I should have made it more clear, that 80 to 85 percent of

1 the system was restored by the 20th of December. 2 The controversy and the length during which the 3 restoration progress took and the remaining 4 customers who had been without power already for 5 over a week at that time generated the situation in 6 which the State officials got involved. 7 Grid provided vast numbers of crews, did a lot of 8 work on damage assessment and got restoration 9 completed because there were more resources and 10 better-organized resources attached to that time 11 period. And I quoted in my response to your 12 questions about that a number of statements from 13 your report and Mr. Yardley's report about the 14 importance of having the National Grid folks and 15 crews appear when they did.

But I will agree that the term "significant" is probably an overreaching.

- Q. Okay. I appreciate that clarification.
- A. Yes.

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- Q. I guess I'm just trying to get in: It's in your report, or in your testimony. I'm trying to figure out what you based it on.
- A. I based it on the incredible upsurge in public outcry, in attention about the lack of

1 completion of the restoration activity, which led to 2 all the meetings in Fitchburg, the consultation with 3 the State officials, and the importation of the 4 supervisory and the crews from National Grid, which 5 finally made it possible to get the restoration 6 process completed. That seemed to be the tipping 7 point of frustration and concern about the length 8 that that restoration process was taken.

- Q. So there isn't a document or some support for that statement.
- A. I provided you my support for that statement in my response to AG-8, No. 8, and I quoted the materials that I have relied on. And I've just said that the word "significant" is an overstatement.
- Q. What I was concentrating on is the first part, "in fact."
- MS. MERRICK: Objection. This question has been asked and answered three times.
 - MS. KOEPNICK: I agree. Please move on.
- Q. Just along the same lines of clarification: If we can go to Page 22 of your direct testimony.
 - A. Yes.
 - Q. And the last sentence that starts on that

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page at Line 17. That sentence says, "In fact, significant progress towards restoration was not made until December 19th, when a total of 410 crews were deployed."

- A. Yes. I would give the same response to that sentence.
- Q. And if you turn back to Page 21. Beginning at Line 22 there's a statement in there that says, "According to Unitil, it was only able to assign three line crews, working on minor restoration, employed directly by Unitil, and three additional contractor line crews for the period of December 11th until December 19th, 2008."
 - A. Yes.
- Q. Is it your understanding that they had -- is that an accurate statement, as you sit here today?
- A. I provided you with the citation to the data response from Unitil that I have relied on for this statement. My point here was to point out that under your direct employment, under Unitil's direct employment, you had very few resources to impose on a storm and restoration process of that magnitude, and that you had to by necessity rely, almost

1 entirely, given the scope of the damages here, on 2 foreign crews -- that is, crews from other 3 utilities. And I was only making the point that you 4 had put all your resources into damage assessment in 5 the early week -- that's according to this data 6 response -- and didn't have a lot of directly 7 employed crews. I wasn't trying to criticize Unitil 8 for any decision in that respect; I was merely 9 pointing out the obvious: You don't have a lot of 10 crews under your employment. That's all.

- Q. You said you clarified that. I'm sorry.
- A. Yes.

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- Q. In that response?
- A. Yes, I did. I think I did.
- Q. In any event, when you did your review, provided this testimony, your understanding was that they had six crews between December 11th and December 19th?
- A. No, there were many more crews than that out working, but they weren't directly employed by Unitil. They were crews brought in under contract or through mutual-assistance pacts. That's all.

 I'm not trying to portray the situation of the crews actually working on the system. I wanted to point

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out that you only had a few that were directly employed by you -- "you" meaning Unitil.

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Q. What was your understanding of the number of crews that were working during that period,

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December 11 through December 19th?

A. Many more than the ones I've identified

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here. No question about that. The record speaks for itself in that regard. I think I've tried to

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explain to you the reason why I made this statement in my testimony was merely to contrast the crews you

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had available directly to you and those that you had

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to obtain from others. It only states the obvious,

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I think.

Q. Thank you very much, Ms. Alexander.

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 $$\operatorname{MR}.$$ GOULET: We have no more questions at this time.

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MS. KOEPNICK: Thank you. We'll move on to questions from the Bench. Does staff have questions at this time?

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BENCH EXAMINATION

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BY MR. PERLMUTTER:

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Q. Good afternoon.

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A. Hi.

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THE WITNESS: You know, I apologize, but

- MS. EVANS: My name is Joan Foster

 Evans. I'm one of the two hearing officers on this matter.
- MS. KOEPNICK: I'm Laura Koepnick. I'm the other hearing officer.
 - MR. PERLMUTTER: I'm Barry Perlmutter, the director of the Electric Power Division at the Department.
- MR. NELSON: I'm Don Nelson, Electric

 Power Division.
- MR. PAREKH: I'm Shashi Parekh, Electric
 Power Division.
 - MR. DANIEL: Ghebre Daniel, Electric Power Division.
 - Q. If you could turn to Page 17 of your testimony. The bottom of Page 17 starts with the question, "Did Unitil operate its customer call center in a manner that would allow customers to communicate to and receive information about outage restoration?" You start by asserting that Unitil did not have sufficient trunk lines or customer-

service personnel, and your testimony on this runs through Line 10 of the next page. Correct?

A. Yes.

Q. Is it your recommendation that Unitil should have had more trunk lines available to it prior to this storm?

A. Well, the easy answer is, Unitil has already determined that it needs more trunk lines and in fact has installed many of those that it feels that it will need, and certainly that is a good thing, because they will then be able to handle a much larger volume of calls in an unusual situation such as this.

But part of the calling volume was because people were frustrated about the lack of any information they were getting from other resources, and some of the other reforms may not, you know, totally solve this problem, but certainly should help reduce the number of calls from people seeking routine information about restoration progress and, you know, what's going on because "I don't understand any of your PSAs and none of this information is making any sense to me and I don't hear anything about you out in the world here."

There were not a lot of intersections by the company's top officers with these communities in a public-communication type of manner. You know, they weren't on the radio a lot; the public service announcements were pretty vague. And all of that can be fixed. It's not going to stop people from being angry at having to be without power for a week, which may happen in the future from some unknown event.

But I do think that the lack of calling facilities contributed to the frustration because they couldn't get through.

- Q. And based on your experience in other areas, is there almost a formulaic approach to number of trunk lines in a call center to number of customers being served? Is there anything we could point to that would provide us a, quote-unquote, "best practices" on this issue?
- A. There is quite a body of literature on that. I am not an expert in designing the sufficient number of trunk lines to handle a call center. But there are many consultants who do that routinely. As you can imagine, every large business in this country that provides a customer-service

function has designed a call center to reflect peak volume, and they have backups.

Now, I will say, a number of utilities that I'm familiar with in Maine and in Pennsylvania use a third-party call center to handle overflow calls in major storm situations, and they are not --you know, the customer doesn't know that they're reaching somebody in Pennsylvania or Ohio or whatever. It's just that they are a backup, and they are turned on when the volume at the utility reaches a certain level. So that's another way to handle it.

- Q. And the same thing with customer-service representatives: I understand that the provision of information was problematic and that caused increased calls.
 - A. Right.

- Q. But would you say that Fitchburg should have known ahead of time that it had an insufficient number of customer-service representatives?
- A. I would say that that was one of the many areas that could have been predicted as a flash-point problem if the company had more thoroughly evaluated major storm events at other utilities and

become aware of the literature about all the things you don't do and the things you do do when everything falls apart. And, you know, the Unitil experience here is replicated all too frequently and could have been prevented had some attention been paid to what if we got a storm like this and gone through some scenario planning and looked at what other utilities and commissions have done in response to these same types of events, yes.

Q. And returning to the topic of the overflow of capacity: Is that, would you say, common practice with utility companies in this country?

- A. I can't say that I've done a survey. But yes, I am familiar in the New England area -- let me put it that way. The mid-Atlantic and New England area, it is very common to have a backup calling center for hire. There are companies out there that provide this service under contract, yes.
- Q. In other parts of your testimony you refer to the fact that because Unitil is a smaller-size company, they should have taken more proactive steps to prepare for this. Are you aware of how other smaller-sized companies have dealt with this issue in terms of overflow, sufficient trunk lines,

sufficient CSRs?

A. The smaller you are, the more vulnerable you are to overwhelming what is normally a fairly small call center, because on a regular basis you don't need a larger one. And so it is very common, as I say, for utilities to have a backup plan in those events, whether they're large utilities or small utilities. You know, at some point you are going to reach the end of the line on your ability to put a live customer-service rep at the end of that phone. I don't care how many trunk lines you have; you've got to have bodies to man the phone, and they need to be trained as to what to say and how to say it, and they have to have access to useful information.

And what happened here was, people were repeatedly calling, I believe -- thus the stories we saw, and that would explain the volume here -- because they'd called earlier and never gotten an answer and they were hoping to get a better answer the next time they called, and they couldn't get through.

Q. And another thing you mention in this part of your testimony is that the information provided

on the IVR system did not provide customers with any town- or location-specific restoration information.

- A. Right.
- Q. Is that unusual for utilities or is that common practice?
- A. If you have an outage-management system that allows you to get this information --

When I call Central Maine Power Company in Maine to report an outage and if the phone lines are backed up and I can't get through, I have a prerecorded message that tells me that "We have had outages reported in your town," and the mechanical voice says "Winthrop," "and we have a crew on scene now, attending to this problem." I mean, what more could I get? I don't need to speak to a customerservice representative, once I know that they know that I'm out, that it's been reported, and that they have a crew on the scene.

Now, that's a minor outage. In a major outage you wouldn't maybe be able to tell the customer, "We have a crew on the scene." But you would say, "We are now working in the following towns, yours," and name "yours," because they know from the fact that I am calling them from my

account-number telephone where I am, and their system knows what the status is in Winthrop, and they can provide you much more accurate information.

- Q. And would you say that having that kind of capability on the IVR requires an outage-management system?
- A. I am -- it is my experience in reading about outage-management systems and modern responses to outage information that those two things go together.
- Q. And do you know if there is any way that Unitil could have customized its IVR with its existing outage reporting capabilities?
- A. I cannot say that they could not. I'm not aware of that. I just don't know.
 - MS. KOEPNICK: Let's go off the record. (Discussion off the record.)
 - MS. KOEPNICK: Let's go back on the
- Q. If you could turn to Page 20 of your testimony.
 - A. Yes.

record.

Q. And on Line 10 the question is asked, "Did Unitil properly communicate with life-support

customers or those with special needs?" Based on your experience, do most electric companies have policies with respect to contacting life-support customers?

A. Yes.

- Q. All companies have those policies?
- A. I couldn't say that. But I did provide you with citations to the other Massachusetts utilities which do proactive outreach to this list at the onset of the storm.
- Q. That's what I was going to ask you: Is it typical practice with utilities to inform these life-support customers ahead of time, when the storm is impending?
 - A. Yes.
- Q. So would your testimony be that Unitil should have been expected to, as part of its normal course of business, to contact these persons in this case the day of December 11th, before the storm hit?
 - A. The 11th or the 12th, yes.
 - Q. Well, the storm hit the night of the 11th.
 - A. Yes.
- Q. And then if we could back up to Page 18, Line 12. It asks the question, "How did Unitil

communicate with public officials in Town emergency offices?" Do you think for Fitchburg to have communicated well with the local officials that it was necessary for them to have embedded company personnel in the emergency operating centers of the Towns?

A. I'm not comfortable giving you a recommendation about whether having someone personally present from day one or hour one was absolutely necessary. Clearly there was an enormous amount of frustration about the lack of information in a timely way, and you have sufficient testimony about that on the record, and I'm only repeating what I heard or read in the transcripts of the public hearings in this regard, and you have it direct from the Town folks. So I don't have anything more to add on that.

- Q. Okay. And then finally for me, if you could turn to Page 23.
 - A. Yes.

Q. Actually, the discussion starts on Page 21, on Line 13, with the question, "What assumptions did Unitil make with respect to its ability to obtain crews from other utilities in the event of a

significant or major storm?"

A. Yes.

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Q. You make two recommendations on Page 23, starting on Line 9. Actually, starting on Line 8, "Among the options that Unitil should have

considered in its emergency management plan and then implemented, including, one, contracting with

'foreign' crews to be 'on call' under certain

circumstances and payment of fees to assure that

availability." Based on your experience, is this

common practice, for utilities to contract for crews

to be placed on call?

A. I do not have a body of evidence that comes to my mind on this matter. Here I was reacting to what seems to be an obvious practical step, that a small utility like Unitil in particular needed to do, or needs to do, because it couldn't possibly keep on its payroll sufficient crews to begin to manage a storm of this magnitude; and the fact that, because it's pretty small, I bet it's pretty low on the totem pole in terms of its ability to extract resources, perhaps.

And Mr. Yardley addressed this issue in far more detail than I did and brought this option

up, as I recall, as an option that could be considered; the fact that the company might now be part of different mutual-aid options that it did not have at the time of this storm, and that it had --it now has more of a -- it knows more now than it did then, I think, the danger of, you know, trying to get crews when we have a regionwide storm, that in fact all the nearby large utilities, with hundreds of crews, are just not going to be available to it. So they're going to have to have arrangements with people in Ohio or Pennsylvania or wherever in advance, it seems to me.

Q. And finally, on Page 11, the second -- I'm sorry, Page 23, Line 11, the second option that you identify Unitil should have considered is to "more promptly recognize the scope and scale of this disaster." What do you mean by that? Or maybe I need to read more: "by clearly defining resource needs." I'm not sure what you mean by "more promptly recognizing the scope and scale"?

A. I pointed out in my testimony that the communications to its own call-center employees and then the public, both groups, all misrepresented the scope and scale of this restoration process during

the first week. In the company's description of what happened and the scope of the restoration activity that it had to undertake, it either underestimated it or it failed to correctly provide this information to the public. I did not do an investigation that would allow me to determine whether one or the other occurred here.

But the point I'm making is that it should have been obvious very early on, within 24 hours, that this was going to be something of a scale that had not occurred in the past and, as a result, massive outreach to the State officials that didn't occur until the 20th, to the public, which constantly was told "a few days" the first week and never really told the nature of this disaster -- whether this is a damage-assessment problem or what, I don't know. Mr. Brown addressed that issue, and so did Mr. Yardley.

But the fact is, if they'd better evaluated this and got a handle on it, I think that they would have probably yanked the emergency red-flag chain a bit earlier to demand some State, National Guard, and government assistance in getting crews in here from other utilities.

BY MS. EVANS:

- Q. Ms. Alexander, I'm wondering if you have, based on your experience, some recommendations for the Department for our ongoing role here -- I think you spoke to that a little bit earlier --
 - A. Yes.
- Q. -- ongoing role vis-à-vis the company's actions following up on this investigation.
- A. Right. I think there's two things that as regulators I would ask you to consider. The first is looking backwards and issuing a public order that evaluates from the Department's point of view what happened here, what went wrong, and making it clear, you know, in my opinion, that there were defective activities undertaken here; that less than a reasonable level of restoration activities occurred in all these areas that we've all documented and that Mr. Yardley has acknowledged occurred by virtue of his making recommendations for improvement. So that's looking backwards.

I think there are ratemaking implications to this event that should be considered, and I have laid those out in my testimony.

Looking forward, obviously you have a set of good-faith recommendations from Mr. Yardley in this regard, but what you are missing, I think, is the detailed implementation plan, with milestones and enforceable means of assuring that these recommendations are something other than another set of, "This is what we ought to have done better" and it sits on somebody's shelf and who knows what happens to it.

Now, I don't doubt that the company has taken a lot of good-faith steps to do a lot of very important reforms. But from the regulators' point of view, I would urge you to get more involved in setting forth exactly what is going to be monitored to implement these recommendations, and that's what the company has failed to provide you in sufficient form at this point, in my opinion. I would urge you to order them to do that and to have a compliance phase to this docket and that there be penalties attached to the failure to meet certain milestones.

And by "milestones" I have a very different view of that than what I believe the company intends. The company wants you to wait until the next big storm and decide if they did a

1 good job, and that's not what I'm talking about 2 here. I'm talking about implementation of this 3 When is this going to be done? plan: By whom? When will the next ERP be submitted? What kind of 4 consultations have occurred and will occur? What 5 test drills will occur and when? When is the 6 7 call-center stuff --

I mean, all of these things need to be laid out in an enforceable, detailed way. And that's what I would urge you to do for the future.

MS. KOEPNICK: I think that completes the Bench's cross-examination. Does the Attorney General have redirect?

MS. MERRICK: No, thank you.

MS. KOEPNICK: I think we should take a ten-minute break and then come back for Mr. Brown's testimony.

(Recess taken.)

MS. KOEPNICK: Let's go back on the record. We're continuing with the examination of the Attorney General's final witness, Dr. Richard Brown. Is the Attorney General ready to begin?

MR. STETSON: Yes, we are. If you'd

24 like to swear in the witness.

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1	RICHARD BROWN, Sworn
2	MS. KOEPNICK: Counsel, you may proceed.
3	MR. STETSON: Thank you.
4	DIRECT EXAMINATION
5	BY MR. STETSON:
6	Q. Dr. Brown, would you please state your name
7	and business address for the record, please.
8	A. My name is Richard E. Brown. My business
9	address is 4020 Westchase Boulevard, Suite 300,
10	Raleigh, North Carolina 27607.
11	Q. Now, you are sponsoring prefiled direct
12	testimony and redirect testimony here today as well
13	as responses to data requests on behalf of the
14	Massachusetts Attorney General; is that correct?
15	A. Yes.
16	Q. Was this testimony and the responses
17	prepared by you or under your supervision?
18	A. Yes.
19	Q. Do you have any additions or corrections to
20	your prefiled testimony or the responses?
21	A. No.
22	Q. If I were to ask you the same questions

contained in your testimony and the responses, would

your answers be the same today?

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A. Yes.

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Q. Could you please provide us with a brief summary of your credentials which qualify to you present the matters that you address in your testimony and redirect testimony?

Α. Yes. I received my bachelor's, master's and Ph.D. degrees from the University of Washington. My Ph.D. was on distribution-system reliability, which included research on major storm restoration. I also received an MBA from the University of North Carolina, Chapel Hill. From 1991 to 1993 I worked as a design engineer for Jacobs Engineering. 1994 to 1996 I worked as a teaching and research assistant for the University of Washington. 1996 to 2003 I worked for ABB in various roles, primarily related to electric-utility reliability, including major events. From 2003 to 2006 I was a consultant for KEMA, performing consulting primarily in the area of reliability, asset management, major storm performance, and system hardening.

I work now for a firm called Quanta

Technology, which is an expert-based consulting firm focusing on electric-utility T&D systems. We employ the top experts in the industry, many of whom have

many years of utility operational experience, including storm restoration.

I've been with Quanta since July 2007, performing consulting services for utilities in the areas of planning, reliability, asset management, storm performance, and system hardening. I've authored more than 90 technical papers and articles on the topics of distribution reliability, asset management, and storm performance. I'm also author of the book Electric Power Distribution Reliability, which is in its second edition.

I've contributed to the books Electric
Power Substation Engineering and the Electric Power
Engineering Handbook. I'm a fellow of the IEEE,
which is conferred by the IEEE board of directors
for an extraordinary record of industry
accomplishments, and I'm certified by the State of
North Carolina as a professional engineer.

In addition to providing storm and hardening consulting for utilities, I've also performed related work stemming from commission orders of both Florida and Texas.

Q. Now, the testimony you're supporting, providing here today, is marked -- the direct

testimony is marked as Exhibit AG-2, and the redirect is marked as AG-7. Your responses are among the responses that were provided to data requests that are marked as Exhibits FGE-AG-1-2 through FGE-AG-1-24; is that correct?

A. Yes.

- Q. Could you tell me what the subject matter of your testimony is, briefly?
- A. Sure. Do you want a summary of my testimony or a summary of what the --
- Q. Well, you can do both at this point, if you'd like, a brief summary as well as just a quick overview of the subject matter.
- A. Sure. I was retained by the Attorney

 General to look at the technical aspects of the 2008
 ice storm as it relates to Fitchburg Gas and

 Electric, including the amount of damage that
 occurred and the operational response to restoring
 customers and repairing that damage.

The summary of my testimony is as follows: The 2008 ice storm caused extensive and widespread damage to the FG&E system. In my opinion, the amount of damage is what one would expect from this type of storm. By its own

admission, Unitil and FG&E were not prepared for an event of this magnitude. Their emergency response plan, though sufficient for smaller events, was not developed with this type of event in mind. Lack of drills contributed to FG&E being insufficiently Their damage assessment, crew manhour prepared. estimates, and restoration estimates, though adequate in the past, were not able to handle the 2008 ice storm.

Most importantly, using the words of Mr. Francazio yesterday, it was primarily a, quote, "resource issue," end quote. Mostly relying on mutual aid for crew augmentation, while sufficient for smaller events, was not sufficient for the 2008 ice storm. Had FG&E been more aggressive in pursuing utility contractors beyond the contractors that they normally do business with, more crews would have been secured earlier, resulting in faster customer restoration.

- Q. Dr. Brown, do you have any response for the company's surrebuttal testimony that was filed recently and the statements that were directed at your testimony?
 - A. Yes. In its surrebuttal, Unitil does not

1 contest the most important conclusions of my 2 testimony, which relate to the lack of detail in the 3 emergency response plan, the lack of drills, the 4 paucity of required crew hours for repair, and the 5 lack of pursuing all available options to obtain 6 more crews earlier. There are contested details, 7 but these are secondary. They can be addressed, if 8 desired, through cross-examination.

Q. And that's why we're here today.

MR. STETSON: Dr. Brown is available for cross.

MS. KOEPNICK: We'll continue with the company's cross-examination.

CROSS-FXAMINATION

BY MR. GOULET:

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- Q. Good afternoon, Dr. Brown.
- 17 A. Good afternoon.
 - Q. As part of your review of FG&E's response in preparation for the storm, you indicate in your testimony that you looked at the hearings -- transcripts from the hearings in Lunenberg and Fitchburg. Is that correct?
 - A. Correct.
 - Q. And you also indicate that you looked at

the first set of requests by the DPU, first set of requests by the Attorney General, the second set of requests by the Attorney General, and I'm presuming also the responses to those; is that correct?

- A. For the direct testimony, correct.
- Q. And then at some point I guess you would have looked at the Yardley report as well; is that correct?
 - A. At the Yardley report?
- 10 Q. Yes.

- A. Yes, I have read the Yardley report.
- Q. And did you also look at the company's report that was submitted in February to the Department?
- 15 A. Yes.
- 16 Q. And you haven't looked at anything outside 17 of those documents, have you?
 - A. I have looked at all of the data requests from the Attorney General. I've looked at all of the data requests from the DPU. And I've looked at the Yardley report and the initial storm assessment report. And that material is the basis for my filed testimony.
 - Q. And you didn't interview any employees at

- Unitil as part of your review, did you?
- 2 A. No, I did not.

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- Q. And you didn't interview any employees at other utilities as part of your review, did you?
 - A. No, I did not.
- Q. And did you conduct any review of the other utilities in Massachusetts that experienced this storm?
 - A. No.
- Q. And did you conduct a field inspection of Unitil's systems?
- 12 A. No.
 - Q. And did you conduct any type of field assessment of the other utilities' systems in Massachusetts?
 - A. No.
 - Q. In your response to FG&E Information

 Request 17 you indicated that you spoke to a -
 MR. STETSON: Excuse me, could we wait
- 20 | for the --
- THE WITNESS: I'm fine. It's not necessary for this question.
- Q. What I'm going to ask you is just: You spoke to PAR Electrical Contractors?

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Q. Who did you speak to?

Correct.

- A. I do not recall the name of the person. He is the person at PAR that is responsible for coordinating storm response for the company.
 - Q. Do you know what his title is?
 - A. I do not know what his title is.
 - Q. And do you recall when you spoke with him?
 - A. I do not recall the date.

 $$\operatorname{MR}.$$ GOULET: We have no further questions at this time. Thank you.

MS. KOEPNICK: We'll continue with cross-examination from the Bench. Does the staff have questions?

BENCH EXAMINATION

BY MR. DANIEL:

- Q. I have several questions, actually. Was it necessary for you to reach the conclusions you have reached with respect to Fitchburg's performance in the 2008 storm to review other companies' performances?
 - A. No.
- Q. In your testimony you stated that, "Insufficient vegetation management on the

distribution system contributed significantly to ice storm damage." Can you please explain in detail the deficiencies such as with respect to tree-trimming frequencies, clearance, or the volume of trimming that have occurred?

A. Sure.

THE WITNESS: If I may: My colleague here just handed me an email that I had sent him soon after I spoke to the PAR Electric person. If I can offer that information as a response to a question. Is that appropriate now?

MS. KOEPNICK: Sure.

THE WITNESS: The email that I sent was -- the name is Tim Warren, of PAR. The email was sent on March 17th, which is the day I would have spoken with Mr. Warren.

MS. KOEPNICK: Let's hold that. Then if the company has further cross on that limited point, I'll allow it after the Department is done.

I'm sorry, does Mr. Daniel need to repeat his question to you?

- A. Please repeat the question.
- Q. Could you explain in detail the deficiencies such as with respect to tree-trimming

1 frequency, clearance, and volume, or other with 2 respect to vegetation management?

A. As it relates to this storm -- typically in storms like this, most of the damage is going to happen due to ice accretion on the trees, which will cause large branches to fall off, it will cause entire trees to fall over on the lines. Normal tree-trimming practices that are designed to maintain a clearance between the wires and the limbs for safety reasons, this type of vegetation clearing doesn't help you much during ice storms. You do it for other reasons.

So though it is true that Unitil is behind on its vegetation-management cycle, in my opinion this in itself did not lead to unduly more damage on their system.

However, what I have seen is that when utilities get behind on their tree-trimming cycle -you have to understand that they keep these clearances for safety reasons, so this is the highest priority, is to maintain a safe distance between these branches and the wires. Then it becomes difficult for them to place, in my direct testimony I use the term "focus and effort" on the

issue of hazard trees that are outside the normal trim zone. And so this will result in fewer hazard trees being removed when people are stressed or behind on their normal tree-trimming cycles.

In response to DPU-2-12, there's a quote from Unitil that says, "Unitil does not specifically inspect trees outside of its rights-of-way." And so this response also leads me to believe that more aggressive focus on hazard trees potentially could have resulted in less damage for Unitil.

And then there is the issue that was clarified in the rebuttal testimony, which is that there is not a separate budget or customer repayment for hazard tree removals. It is funded through the same vegetation-management budget, which means that the more you spend on hazard-tree removal, the less there is to spend on your normal trim cycle. And so there is a challenge balancing this because of the safety issue that's associated with keeping up with your normal trim cycle.

So, in summary, had Unitil had higher tree-trimming budgets and they weren't so far behind on the normal trim cycle, in my opinion, that would have resulted likely in them having more -- the

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ability to focus more on hazard-tree removal.

Understand, though, this is outside of their normal trim zone. This is typically on customer property.

Q. My next question is: I'm referring to their response to DPU-6. If you trust my assessment: Of the 244 that were damaged, 138 were in Ashby. I'm just wondering if there was a correlation between the vegetation management and the damage in Ashby. The reason I ask this question is, the company's response indicates that they have not trimmed in Ashby for the past five years. So in your opinion, is there a correlation, do you think, or is this just a coincidence?

A. I did not do that analysis, but I would suspect, if it was just normal trimming cycles, that that in itself did not directly result in more damage in that area.

Q. And in your testimony you stated that insufficient inspection and maintenance on T&D did not contribute significantly to ice storm damage. For example, your testimony indicates that the company's pole inspection practice is within industry practice. Did you review all the company's operations and maintenance provided, for example, in

AG-1-28?

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Α. Yes.

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adequacy of the company's M&I is based on observing

So is it your opinion that regarding the

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the performance of the company's equipment during

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the storm --

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First, there's the issue of their Α. Yes. inspection practices. So as documented, their inspection practices are in line with typical industry practices. That is, for their wood structures, their wood poles, their goal is to inspect their wood poles on a ten-year cycle. they inspect their wood poles, they don't just look at whether there's deterioration on the ground line, but they also look and see if there's other issues Sometimes these are issues that can with this pole. manifest themselves during major storms.

Now, they have not kept up with a ten-year cycle. In fact, in the last year it was approximately 5 percent of their poles that they inspected, which corresponds to about a 20-year cycle. Similar to tree-trimming, though, this in itself does not imply that more damage occurred during the storm because of this.

If you do the math -- I think it's probably good for everybody to hear it in these terms -- based on their total pole population in FG&E and the total number of poles that failed, this is about 1.7 percent of the structures that failed. This can be considered a large amount for a storm, but not unprecedented.

So typically, for a severe storm to a utility, in my experience, you see between 1 percent and 2 percent of the structures affected by the storm that come down in the storm. In this case, this is 1.7 percent, which is on the high end, but it's not at a level where I would attribute other factors, such as deficiency of inspection and maintenance practices.

- Q. Did you get a chance to review the other bulletins -- for example, vegetation management, substation maintenance, transmission inspection? There were a lot of other bulletins that they submitted as well.
 - A. Yes. I reviewed all of these.
- Q. Did you find the vegetation management was within industry practice?
 - A. The vegetation management for transmission,

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also within typical industry practice, yes.

- Q. Dr. Brown, in your testimony also you stated that insufficient initial damage assessment contributed to long restoration time. Why is damage assessment necessary?
- Α. If I can quote their emergency response It states in Section 1.02.01, "Early assessment of the extent of damage is an important part of the plan. Upon it depends the number of additional outside crews required and a realistic estimate of the restoration."

Their own ERP explains it as well as I coul d. And I think that their lack of an initial damage assessment and the lack of that initial estimate to result in information that would give them the ability to understand just how much work was going to be required and just how many crews they should be looking at obtaining resulted in not-sufficient aggressiveness early on in the restoration period for obtaining these crews.

And so there's multiple functions that this initial damage restoration or even anticipation of what the damage could be can be used for. But probably the most important is so that you really

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know what you're looking at so that you can respond appropriately, especially in the securing of crews that can restore the damage.

- Q. Given that importance, how long do you think the initial assessment should have taken?
- Α. Ideally, you anticipate what the damage could be before the storm even hits. So best practice, not necessarily typical industry practice, would be you're tracking the weather. You're saying, "What's going to happen if this thing continues like we think it's going to continue?" There were weather estimates that said there's a possibility of widespread accretion of more than an inch of ice across the entire region. You say to yourself, "Okay, what if this happens? What do we think is going to happen?" Simple math would say that, other utilities, "Very dramatic storms result in about 2 percent of our distribution structures falling over. If that happened to us, what are we looking at?"

And so you can then at various levels of refinement verify whether or not the weather happened like you predicted it was going to happen and whether or not the damage happened like it was

1 predicted it was going to happen, and throughout the 2 restoration process you can continually refine this. 3 But hopefully before it even hits, especially if the potential is so severe, you have a good idea, so 4 5 that you can start securing the necessary resources 6 before the storm occurs, especially in an ice storm. 7 It's hard for vehicles to get around oftentimes 8 after a hurricane or after an ice storm. There's 9 ice on the road or it's flooded. So getting the 10 trucks rolling or having them prestaged -- it's a 11 hard call to make, because it's potentially an 12 expense that you don't need, but it's definitely a 13 call that utilities do do when faced with major 14 storms like this.

Q. Should a detailed assessment be done immediately after the initial assessment, or it depends?

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- A. A detailed assessment for a storm like this?
- Q. Right. In this case they had an initial assessment that took four days, and they waited another four, I think, before they did the detailed assessment. I'm trying to understand whether a detailed assessment immediately follows initial

assessment or whether it depends on the conditions, in your experience or expertise.

A. No, I think doing an initial assessment that doesn't go pole by pole is appropriate, especially when you have widespread damage.

My concern, though, is not even taking a cursory look at your laterals, which is two thirds of your system and is going to result in a large percentage of your repair effort.

It was mentioned earlier in

Ms. Alexander's testimony that by the 19th I think
she said 85 percent of the system was restored.

That's 85 percent of the customers. As measured by
the actual crew hours that were expended, only about
26 percent of the ultimate crew hours required had
been expended through the 19th. And so as a
percentage of the actual work that had to be done,
it was only about a quarter of it. Go ahead and do
the math. If they hadn't had the National Grid
crews come in, it's going to be a long restoration
effort.

Q. I think I have one more. In your testimony you stated -- you indicated PAR Electric could have been obtained by Unitil. Where is PAR Electric's

office?

A. PAR Electric is in Kansas City. The reason why I thought of PAR is because I read that they had crews drive up from Tennessee. I thought, "Oh, that's interesting. Tennessee is about the same distance drive as Kansas City, which is where PAR is located." They're one of the largest contractors that does storm restoration. And so I called somebody at PAR, and that wasn't the right person to talk to, and they sent me to the storm restoration manager. I just asked him, I said, "Had I called you on December 12th, what could you have done for me?" He said it would have been no problem.

He also said that approximately 50 percent of the crews that are available for storm restoration are not covered under mutual aid. These are crews that are working on big jobs that are under control of the contractors. And so you're missing out on approximately half of the available crews if you're not aggressively pursuing this contractor-directly option and you're focusing mostly on mutual aid. That is what he said. Presumably he's an expert in this area.

Q. So how long do you think it would have

1 taken them to --

- A. The drive is about 24 hours. Whether they could have mobilized that quickly -- he said 24 to 36 hours.
 - Q. So in two or three days.
- A. They would have been there in under two days, no longer than the Tennessee crews.
 - Q. I'm done. Thank you.

BY MS. EVANS:

Q. I'd like to ask a follow-up on your discussion of damage assessment. You talked about anticipating the damage and kind of calculating out what if a particular storm pattern happens, what kind of damage could be likely. And then you talked a little bit about the initial assessment, that it's appropriate not to do a pole-to-pole initial assessment.

Can you elaborate, in your experience, on what should that initial assessment consist of in this type of storm?

A. Well, there's two. One of them is sending people out that are going to specifically collect information that can be used later, so that you better understand the storm. We haven't really

addressed that. But if we're going to talk about best practices, then this would be one, because oftentimes a lot of the data that we get to try to analyze how well the system performs is gone. the time you think about it, the system is restored and all the damage is gone, so you're left with anecdotes or work orders or accounting records to try to understand what fell over, what stayed up, were there signs of deterioration, were there not, what size of the wire came down, what size of the wire stayed up. If you have people that are trained to go out there and collect this detailed information at damage sites in a statistically valid way, then you're in a much better position to understand how your system performs under these types of situations. I'm not claiming that Unitil should have done this, but it can be considered a best practice.

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In terms of the initial damage assessment, what are you trying to do? Well, the first thing you're trying to do is, you're trying to verify your resource requirements. So you need to do enough investigation of your system to identify what are we looking at in terms of restoration time,

so that we can give reasonable estimates to all of our constituents and our customers and such. So you need to do enough to validate that. And then you also need to do enough on the critical parts of your system that you need to be restored quickly for whatever reason, either because they're a critical customer, they're a hospital, they're an emergency room, or they are just critical in your particular restoration process. For example, like the first 10 section of a main feeder may be critical in your particular restoration process, so you want to get 12 enough information so that you can get the crews to 13 work on these critical parts of the system that are 14 important to come up quickly. That's the initial 15 damage assessment.

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- And how would that assessment be performed? 0. The way that assessment is normally performed, in your experience?
- Normally it's performed by people driving Α. around, looking at what the damage is. On crosscountry or transmission structures, you might employ, you know, aerial inspections, but for distribution it's typically done on the ground. For major storms, you know, you don't always have access

to all of the locations, but, you know, you have 4-by-4 vehicles, and you do what it takes. You're not necessarily contained to driving on the road. But, you know, you do what you can.

- Q. And for a service territory that's comprised of four towns, four contiguous towns, approximately how long should such an initial damage assessment take?
 - A. An initial damage assessment?
 - Q. Yes.
- A. I would hope that a utility could get a good understanding of how long they're looking at in terms of restoration within the first 24 hours for a storm of this magnitude. If you look at other storms around the country, where utilities have experienced similar magnitudes of damage, within the first 24 hours they have a pretty good idea of what it's going to take in terms of materials, in terms of crews -- types of crews, too, overhead versus underground versus substation -- so that they know whether the crews that they have lined up are appropriate or whether they need to change the mix. BY MR. PERLMUTTER:
 - Q. I just have a couple of questions, Dr.

Brown. On Page 15 of your testimony, Line 4, you ask the question, "Did insufficient emergency response drills and exercises contribute significantly to long restoration times?" And you answer the question, "Yes. It is not possible to execute emergency processes during a major storm with maximum proficiency without regular drills and exerci ses. "

What kind of drill could the company have run to prepare them for the damage that came out of this storm?

- A. They could have drilled for a major regionwide event that affected most of the companies affected by the mutual-aid agreement. Typically, drills, you drill for things that you have not seen before. So not only does this give you a high level of comfort in dealing with situations that you haven't seen before, but you just may have drilled for something that's similar to what you are dealing with as well.
- Q. And is this common practice for electric utilities?
- A. Yes. I am not aware of a utility that -- besides Unitil that does not do annual drills.

. .

A. It would depend on the kind of storm you're trying to simulate.

Q. And when you do these type of drills, do you take into account road conditions and the fact that some of the service territory -- some of the service territory is not accessible?

A. Yes.

Q. And when you do that type of drill, are you trying to understand how many damage assessors you need to get on the ground to accomplish what you just stated -- an initial assessment within 24 hours?

A. Yes, it goes through -- it's a simulation of the entire process, so it covers all of these key elements.

- Q. And so it's common practice to make assumptions about how many circuits, circuit miles a damage assessor can achieve or accomplish in one shift?
 - A. Yes.
- Q. And is there a commonly used assumption on that across utilities, that you do certain miles per eight-hour shift? Or does it depend on the kind of storm you're trying to simulate?

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Q. So based on your experience, should Unitil have known quickly that the number of damage assessors that were located in the Fitchburg service territory was going to be inadequate to do the job that they were asked to do?

A. I've thought about this, and it's a difficult question. Before the storm hit, they had, I think, in the Fitchburg area 25 assessors or something -- roughly one assessor per circuit. I could easily see how one assessor per circuit you could think is sufficient.

can't even drive anywhere, well, if this much has fallen on the roads, think of what it's done to the system that you haven't seen yet. It probably would become apparent quickly that it's going to take longer than four hours to do an assessment of our system. In fact, I believe it took them four days just to do an initial inspection of their primary three-phase trunk, which was one third of total system exposure, so four days for one third of your system. Certainly somewhere along that process they recognized that this damage assessment is not proceeding as quickly as we hoped it would. You

them, that would have crossed my mind.

O And you're stating that if the company

know, I can't get into their head; but if I were

- Q. And you're stating that if the company had performed well-designed drills, they would have identified this issue quickly, how much damage assessors would be needed, and would have been able to plan more efficiently?
- A. They would have been better prepared to, A, understand more quickly that this was a large event, been more comfortable with what needed to be done in a large event. And, yes, drills would have helped.

 BY MR. NELSON:
- Q. Dr. Brown, on your testimony there was a question asked about -- on the damage assessment.

 But I'm wondering, in your knowledge, is there history or models available that you're aware of -- I know that a lot of utilities have their own models. But are there industry models, standards set for doing -- inserting the information that comes from early assessment into that to generate the numbers, that they would be readily available to give you the crew estimate --
- A. No, they are not standard in industry models that do this.

- Q. So it's done individually by utility?
- A. Individually by utility or consortiums of utilities.
- Q. So there's no vendors out there that you're aware of that would provide that.
- A. Correct.
- •

- Q. There's a question asked on Page 14, "Did insufficient emergency response systems and processes contribute significantly to long restoration times?" And you answered, "Yes." Could you elaborate on that?
- A. The ERP -- yes. The ERP, at least the version that was submitted in the document request, was general. It had all of the major elements of an ERP, but it doesn't really lay out checklists. It doesn't in detail say when you should activate the ERP prior to a major event occurring. In general, there is a lack of detail.

This is not uncommon, I'll say, for a utility of this size. But the limitations of a general document, I think, were evident in this storm. For smaller storms, you're a small organization, and oftentimes things can get done informally in smaller organizations. So you can

communicate with people directly. It's a lot easier to improvise.

Here's a situation where improvising was really not sufficient. For example, the ERP provides for the possibility of activating the ERP prior to a storm occurring. It explicitly says this. Well, if it wasn't activated in this situation, when would you ever act upon this provision; right?

And so here is just one example: Had the ERP been more detailed and it said, for an extreme weather event that has the possibility of impacting a substantial amount of the area occurring, we activate the storm events prior to the event occurring, we call up contractors and put a retainer on crews, and we come up with an estimate of what we think the worst-case damage is going to be, and we have a series of checklists that we go through: two-day checklist, 24-hour checklist, T-minus 12-hour checklist -- that we're specifically going to do to ensure that we've done everything possible to be prepared when the storm hits.

Again, it's not uncommon for utilities of this size to not have this level of detail. But

it clearly would have been beneficial to have had this level of detail for this particular event.

Q. Thank you.

BY MR. PERLMUTTER:

- Q. One last question. On Page 21 of your testimony, starting with Line 5, you say, "With respect to crews, Unitil was clearly unprepared for a large, regionwide event that affects most of the NEMAG members. This type of event is foreseeable and should be addressed." Why do you say this type of event is foreseeable? Are you aware of other events that affected most of the NEMAG members?
- A. Look at the size of a hurricane. Look at the size of events that can affect this area. And oftentimes these storms are large, in terms of geographic area. You know, if you look around at what happens in Florida, in Texas, in the large linear windstorms that occur in the Pacific Northwest and such, these are situations where the entire region is affected. And sometimes they have to bring crews from British Columbia all the way down to Florida to help in the restoration effort.

So regionwide events that take up all of the resources within the area are -- maybe it hasn't

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happened at Unitil, but it certainly has happened, you know, around the country, if you've been reading the newspapers.

- Q. And just to expand on that a little bit:
 Then you would say that Unitil -- a type of event
 that would affect all three operating companies
 within Unitil should also be foreseeable.
- A. Oh, absolutely, yeah. Again, they've been fortunate in the fact that, to my understanding, they've been able to provide sort of mutual aid to each other. And this is also common for utilities, actually, on a much larger scale. You look at a company like AEP, which operates in 11 states. They have a substantial ability to provide, if you will, mutual aid to itself.

But even AEP will secure external contractors for, say, you know, large events that it sees that are going to impact its system, even though it has the ability to secure large numbers of resources based on its large geographic area.

So for these towns, they're really not that far apart, and it's quite foreseeable that, especially for the three Unitil Service territories, that one weather event would affect all three.

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MS. KOEPNICK: Off the record for one

(Discussion off the record.)

MS. KOEPNICK: Back on the record. We have one more question.

BY MR. DANIFI:

- 0. I'm just curious -- it's not in your testimony, but I want to ask this anyway: Have you experienced significant events, such as what Fitchburg has experienced before, or seen or anal yzed?
 - Α. Oh, yes, much larger.
- Q. What I am wondering is, when Much larger. your system experiences this much damage or your entire system is out, is it prudent not to energize the system at all until at least all the wires down and all the trees are cleared? In other words, to delay the energization of the system in order to do that function first? Is that a common practice in large events?
- No. Typically it's energize what you can. And this actually is part of the restoration process, because there's no really way to verify that you actually have fixed the system unless you

have actually energized it. You may think you've fixed it, but until you've actually energized it, you may not. You want to make sure before you leave the area that it is in fact fixed. Presumably, when you're energizing it, if you have followed correct safety practices, you're not endangering anybody.

Also, the work practices should also ensure safety as well. So, you know, safety records in events like this I think are pretty good for both the utilities and the contractors. That's the most important thing that's on their minds, safety first, and getting customers on as fast as possible probably second.

Q. I wasn't asking from a restoration perspective, in terms of bringing customers back, but until at least you clear some of the debris or some of the vegetation -- to help you at least move around better. We heard this morning a lot from, I guess, the municipalities, where they had a lot of issues with tree removal and not getting assistance and so on. I was wondering, to address the safety issue at the beginning, would it have been better not to energize and get the trees cleared away first? Would that have helped? That was my

question.

A. I don't believe so. You know, all of their circuits were down. So when they brought up -- I haven't reviewed their operational practice. But when the National Grid -- or when their incoming supply lines came back in and reenergized, their subtransmission lines and their subtransmission lines were down ^ sic. Then their subtransmission lines were reenergized.

The question is, okay, when those subtransmission lines were energized, what was the status of their distribution lines? Were all of those tripped? I would guess probably not; right? But any fault that occurs on the system is immediately going to operate the protection devices, and that's what they're designed to do, to keep the system safe following a fault.

And so I would say that, no, this wouldn't be typical practice. These systems are designed to reasonably ensure public safety regardless of whether you're energizing it. It's a little bit different if you're actually working on the system. Then you want to make sure that somebody isn't switching you on when you don't know

about it. But that's a separate issue from public safety.

BY MR. PAREKH:

Q. Dr. Brown, you have, Page 18 on your testimony, Line No. 15 -- you say, "Did insufficient switching capability contributes significantly to long restoration times?" And your answer is, "Yes." Could you elaborate on this?

A. Sure. There was some back-and-forth, for those that closely followed my testimony and the rebuttal and my redirect and the surrebuttal. In their self-assessment report, Unitil makes statements like "We have many tie switches on our circuits," like "Switching was used extensively," like "Numerous switching orders were issued during this storm." They make more than one reference to the fact that there are switches on these systems and the fact that they were used in the storm.

All I observed was that the number of switches on their system, based on the tens of thousands of distribution circuits that I've looked at over my career, seemed low, about 2.8 switches per circuit. And they have responded based on, "Well, on the one hand you can't compare these

numbers to ours because they're rural lines." Okay, well, maybe that's true and maybe that's not true, but I've looked at a number of rural lines.

Typically the salient feature of a rural line -- there's two: low customer density; two, very low exposure. They're going long distances to reach places. So rural lines equal long.

Secondly, they say, "You can't really compare these numbers to our system because our lines are very short." So it's kind of difficult for me to respond when on the one hand they're saying you can't compare because our lines are long, rural, or because our lines are short, which usually means not rural.

Regardless, though, let's talk about sort of best practice, typical industry practice, in terms of the ability to sectionalize and restore customers. So let's use customers as the normalization unit here. Unitil has approximately 1,000 customers on average -- FG&E has approximately 1,000 customers on average per circuit. So I can't tell how much of this is single-phase laterals or primary. If you go from the front to the back, there's 1,000 customers somewhere.

about no more than 200 customers at a time when there is an interruption -- not necessarily for a major storm event, but just normally. If you have a fault on your main feeder, you want to be able to isolate it so that no more than about 200 customers are out.

What that would mean is, if you take 1,000 customers and divide it by five -- or, excuse me, if you take -- yeah, if you take 1,000 customers divided by 5, that's about -- it would require about four switches, about five sections, to do this on the FG&E system. That's not including any ties to other circuits.

So if you have on average one tie per circuit to other circuits, which is also low, you're looking at about five switches per circuit, which is about what you see in the other benchmark numbers that I provided in my data request. The Unitil number is about 2.8.

I did not bring this up as a deficiency, just like I didn't bring up the fact that they were not spending a lot of money on their tree-trimming as a deficiency. A lot of utilities don't have a

just never thought about it. A lot of companies have decided that it's more important for them to spend money in other areas, where they feel they get more of a bang for the buck for reliability, SAIDI and SAIFI measures than potentially tree-trimming.

It wasn't intended as a deficiency.

This is one of those areas where I mentioned in my summary I feel is secondary. A lot of attention was given to it in the testimony, but my intention wasn't, "Gotcha" or, "Wow, why didn't you guys have enough switches on your system?" My point was just, "Hey, this is something that you can look at as a potential opportunity for you to have more switches on your system, for normal reliability in addition to storm reliability."

The contention that more switches wouldn't have helped during the storm restoration effort, that, though, confuses me a little bit. I can't understand how this is really a defendable position. If they had more switches on their system, it would have helped in the storm restoration effort for sure. By their own admission, they used sectionalizing and switching

1 during the restoration effort.

So I didn't feel that it was helpful for me to respond directly in the surrebuttal. But since you asked, I'll say it now.

- Q. So when you say that more switches would have helped, you mean to say the radio-controlled system, which they can control from the SCADA system?
 - A. No, manual switches.
 - Q. Manual switches.
 - A. Sure.
- Q. So ideally one switch per every section would have been the most efficient.
- A. It would have helped in the storm, and it also helps during normal day-to-day operations as well. You know, there is a cost to manual switches, for sure, but, you know, the cost of a manual switch is low compared to a lot of other things.
- MS. KOEPNICK: That completes the Department's cross-examination. Does the company have further cross on that PAR issue?
- MS. PURCELL: We don't have further cross on it. We would just like to make a record request for the email exchange between Dr. Brown and

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PAR, his request and any response they made.
1
                 MS. KOEPNICK:
                                That will be Record
2
3
     Request --
4
                 MS. PURCELL: Any back-and-forth on the
     issue.
5
                 MS. KOFPNICK:
6
                                That will be Record
7
     Request FGE-1. Does the witness understand that
8
     request?
9
                 THE WITNESS: Yes.
                                     There were no email
10
     exchanges between me and PAR. What I did was, I
11
     summarized my conversation to Mr. Snyder, and that
12
     is the record that we have of the interaction that I
13
    had with PAR. So it's not direct. It's indirect,
14
     but right after the call was made.
15
                 MS. PURCELL: Then that's what we would
16
    Like.
17
                 MR. STETSON:
                               Dr. Brown, do you have any
18
     concerns with providing that?
19
                 THE WITNESS: I don't think I called
    anybody ugly in there.
20
21
                 (Laughter.)
22
                 MR. STETSON: I just said concerns.
23
                 (Record Request FGE-1.)
                 MR. STETSON:
24
                               Could we take that record
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1
     request under advisement? If there are any concerns
2
     along that line, I'll get back to you.
                                              But we
3
     intend to provide it, subject to there's no
4
     confidentiality issue.
                                That's fine. It will be
5
                 MS. KOFPNICK:
6
     an outstanding record request. But before the close
7
     of the hearing, if you have an issue, please bring
8
     it to our attention today and discuss it.
9
                 MR. STETSON:
                               Today?
10
                 MS. KOEPNICK:
                                No, whenever we're done.
11
                 MR. STETSON:
                               We'll try to do it today.
12
                 MS. KOEPNICK:
                                Does the Attorney General
13
     have redirect?
14
                               Can I just consult?
                 MR. STETSON:
15
                 MS. KOEPNICK: Now we'll go off the
16
     record.
17
                 (Recess taken.)
18
                 MS. KOEPNICK: Let's go back on the
19
              Does the Attorney General have any
     record.
20
     redirect?
21
                 MR. STETSON:
                               No, it does not.
                                                  I'd like
22
     to just state for the record that we'd be happy to
23
     provide the email that's the subject of Record
24
     Request FGE-1.
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1	MS. KOEPNICK: Thank you.
2	MR. STETSON: We'll do so tomorrow
3	morning, when we get back to the office.
4	MS. KOEPNICK: That's fine. We haven't
5	established a deadline for the record requests, but
6	as soon as you want to provide it, that's excellent.
7	We're going to wrap up for today, if
8	there are no objections. We're going to continue
9	tomorrow with the panel of witnesses from the
10	company, and then following them, Mr. Yardley.
11	Thank you, Dr. Brown, and the others for your
12	testimony. Absent any objections, I'm going to
13	adjourn us for the day. I should say, we will start
14	at 10:00 a.m. tomorrow in the same hearing room.
15	Hearing no objections, we are adjourned.
16	(4:12 p.m.)
17	REPORTER'S CERTIFICATE
18	I, Alan H. Brock, the officer before
19	whom the foregoing proceedings were taken, do
20	certify that this transcript is a true record of the
21	proceedings on May 13, 2009.
22	
23	
24	Alan H. Brock, RDR, CRR

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